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ABSTRACT

Three Washington state agencies, the Office of the Superintendent of Public Instruction, the Council for Postsecondary Education, and the State Board of Education, cooperated in gathering data on the potential impact of the Council's off-campus plan for the inservice training of kindergarten through grade 12 certified personnel. The study evolved into an investigation of definitions and needs in inservice education and the current and future roles of schools of education. The report is in six sections: (1) an introduction: (2) an account of study procedures: (3) a review of literature and inservice activity in a national context: (4) findings on the status and nature of inservice activities in Washington: (5) the role of colleges and universities in inservice training: and (6) an overview and description of the off-campus plan. One result of the study was the distinction made between professional development (program-related and credit-bearing) and staff development (all post-certificate educational activities except additional certificate and degree work). The executive staff recommendations covered both professional and staff development, including a call for greater state and local agency cooperation, the development of a state plan for staff development, quality control guidelines, and the continuation of support for the off-campus plan. (FG)

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# FINAL REPORT

# AND

# RECOMMENDATIONS

# THE JOINT STUDY OF INSERVICE IN WASHINGTON STATE

Dr. Frank B. Brouillet
Superintendent of Public Instruction

State Board of Education

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Council for Postsecondary Education

April, 1981

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## PREFACE AND ACKNOWLEDGEMENTS

The Joint Study of Inservice Education in Washington State was conducted from December 1979-December 1980. Many people gave of their time and effort during the course of the study -- college and university faculty and administrators, educational service district superintendents and staff, school district personnel, and representatives from many organizations and groups having special interest in the important topics addressed by the study.

The contributions of all are acknowledged and were appreciated by the Superintendent of Public Instruction, Council for Postsecondary Education, and State Board of Education. The study would not have been possible without such support and cooperation.

The Superintendent, State Board, and Council perceive this study to be the beginning of efforts to identify and address the continuing inservice needs of K-12 certificated personnel as well as define more clearly the roles of Washington's colleges and universities in such training. The study recommendations address important issues which will require action during the coming months and years.

The study has, we believe, achieved its purposes and at the same time established an agenda for the future.

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of Public Instruction

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# EXECUTIVE SUMMARY AND RECOMMENDATIONS

C

STATE OF WASHINGTON

COUNCIL FOR POSTSECONDARY EDUCATION

AND

OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION

# Executive Summary and Staff Recommendations

## Joint Study of Inservice Training For K-12 Certificated Staff

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February 1981

# PREFACE

The purpose of this executive summary is to outline the issues raised in the joint study of inservice training and to review the findings pertaining to each issue. Staff recommendations are presented at the end of the summary.

Copies of the full study report (approximately 200 pages) will be available, upon request, from the Office of the Superintendent of Public Instruction.

The staff recommendations are scheduled for consideration by the Council for Postsecondary Education on February 4-5 and by the State Board of Education on March 19-20.

## Section I: Introduction

### IA. Impetus for the Study

The initial impetus for the study was a concern on the part of the SPI staff and the public colleges and universities over the potential effects of the Council's off-campus plan on inservice training for K-12 certificated personnel. However, the study as it has evolved also reflects the more general interest of the Superintendent of Public Instruction in gaining a better understanding of the overall scope and nature of inservice training in Washington and the interest of the Council staff in obtaining a better understanding of the general role of the state's colleges and universities in inservice training, as a context for evaluating the effects of the off-campus plan.

### IB. Agency Responsibilities

The State Board of Education and the Superintendent of Public Instruction are responsible for the administration of state laws pertaining to (1) the certification of school personnel, (2) approval of certification programs, and (3) the allocation and supervision of state funds appropriated under the Inservice Training Act of 1977 (no appropriations, to date).

The Council for Postsecondary Education is charged with overall planning for postsecondary education, program review, and advising the executive and the legislative branches in matters related to needs, priorities, resource allocation, admission and transfer policies, and student fees/tuition.

In summary, all three offices have responsibilities that encompass inservice training for school personnel. In the case of the Council

Postsecondary Education, these responsibilities are confined primarily to the role of colleges and universities in inservice training. There appears to be no need for further definition or clarification of the respective statutory roles of the three agencies in the area of inservice training. However, it is clearly desirable for them to continue to collaborate in the development of state policy pertaining to the inservice role of colleges and universities.

## IC. Purposes of the Study

The purposes of the study have been identified as follows:

(1) to determine the current status and nature of inservice training for K-12 certificated personnel,

(2) to ascertain future needs for inservice training for K-12 certificated personnel,

(3) to describe the current role of colleges and universities in inservice training for K-12 certificated personnel,

(4) to consider the future role of colleges and universities in inservice training for K-12 certificated personnel,

(5) to identify the effects of the Council's Off-Campus Plan on inservice training for K-12 certificated personnel and to determine whether any changes should be made in the Off-Campus Plan in order to accommodate inservice needs.

## ID. Definition of Terms

Considerable attention has been given to the issue of definitions during the course of this study (reference Section ID and IIA). The joint study staff is proposing that the State Board of Education, the

Superintendent of Public Instruction, and the Council for Postsecondary Education adopt the following definitions:

(1) Inservice Training: All "professional development" and "staff development" activities undertaken by K-12 certificated personnel subsequent to receipt of the first initial certificate.

(2) Professional Development: All program-related educational activities -- ordinarily credit-bearing -- undertaken subsequent to one's first initial certificate, requiring matriculation in a degree or certificate program.

(3) Staff Development: All educational activities -- including credit-bearing course work -- undertaken subsequent to one's first initial certificate for the purpose of increasing one's ability to perform assigned duties, excluding certificate and degree work.

These definitions have important potential implications for future state policy pertaining to inservice training. Essentially, "professional development" has been defined as program-related inservice training, designed to enhance the basic skills and career development of individual K-12 certificated personnel. In contrast "staff development" has been defined as job-related inservice training, designed to increase the abilities of K-12 certificated personnel to perform their assigned duties. Given these definitions, "staff development" would include at least two major types of inservice activity: (a) organizational (e.g., school district) training activities designed to promote organizational objectives, and (b) individual course work that has a direct relationship to the individual professional's job assignment (e.g., a high school English teacher taking a college course in English literature). These definitions presume that there are certain educational activities that would quality neither as "professional development" nor as "staff development" (e.g., a high school physics teacher taking a music course, for recreational purposes).

## IE. Assumptions

The following joint assumptions underly the present study:

(1) Questions exist about the extent to which the inservice needs of K-12 certificated personnel are being met

(2) Colleges and universities have important roles and responsibilities in inservice education

(3) Off-campus delivery of inservice education may be an efficient and cost-effective mode of delivery

(4) Off-campus credit-bearing inservice offerings must be comparable in quality and rigor to regular on-campus college/university offerings

(5) The present study is intended to provide a general overview of inservice training for K-12 certificated personnel, in Washington. Additional, indepth studies of specific issues will be needed in the future.

The following additional assumptions provide further clarification of the SPI staff perspective concerning inservice training:

(6) Inservice is essential to the continuing effectiveness of certificated personnel and the quality of pupils' educational experience

(7) Generally, certificated personnel want to seek additional educational experiences that will increase/enhance their competencies

(8) A continuum exists (or should exist) between preservice and inservice training

(9) When the state enacts/mandates certain laws and programs with which certificated personnel must comply, the state has a responsibility to provide adequate funding to support inservice training required by those who must implement such laws and programs.

The following additional assumptions provide further clarification of the perspective of the Council staff with regard to inservice training:

(10) Decisions pertaining to state support for inservice training, via appropriations to colleges and universities, must be made in the context of overall state higher education priorities

(11) The primary goal of state policy and support for inservice training should be to promote inservice training that will contribute to school improvement.

## IF. Limitations

The primary limitations of the present study are as follows:

(1) The study staff has operated under significant time constraints. The staff responsible for the study assumed the assignment in addition to their regular responsibilities.

(2) The study staff was unable to conduct indepth case studies of inservice training in individual school districts, which would have provided a fuller understanding of inservice needs and the relevance of existing inservice programs to school improvement.

(3) The study staff was unable to survey non-professional educators (e.g., school directors and parents), who should have a voice in identifying and articulating inservice needs.

## Section II: Study Procedures

The major sources of data for the present study are described in detail in Section II of the full report. A summary of data sources is provided in Appendix A of the present report.

## Section III: Review of the Literature (The National Context)

The need for continuing inservice training for an increasingly stabilized corps of school teachers and administrators is a relatively new problem, national in scope. Although there is much activity in this area, across the country, the study staff is unaware of any state agency, local agency, or institution of higher education that has solved the problem with demonstrated success. The literature on inservice training is massive and irregular in quality. Nevertheless, it is important to develop an understanding of the "state of the art."

### IIIA. Issues in Inservice

(1) There has been substantial debate concerning the definition(s) of different types of inservice training. The only point of consensus is that the term "inservice training" pertains to the educational activities of school teachers and administrators subsequent to initial certification and after beginning professional practice.

(2) With regard to governance, there appears to be a consensus among educators and teacher educators that "practitioners" (teachers and administrators) should participate in decision-making about the nature and delivery of inservice training.

(3) With regard to the inservice role of colleges and universities,

it is agreed that institutions of higher education are the primary delivery agent for inservice training. The most common mode of delivery is the college credit course. However, there is a growing feeling that the college credit course does not respond fully to growing demands for school based, job-related inservice.

(4) With the proliferation of agencies and individuals involved in offering inservice, and the shift in the locale of inservice from the college campus to local off-campus sites, there has been increased concern about quality control and relevance in inservice training.

(5) To date, the educational research community has had little success in measuring the outcomes (effectiveness) of inservice training. However, there is striking consensus in the literature on inservice concerning the "characteristics" of an effective program:

(a) Shared responsibility for inservice program development

(b) A job-oriented, school-based approach to inservice training

(c) An ongoing, problem solving (vs. one-shot) approach to inservice training

(d) Provision of adequate resources for inservice training

(e) Articulation of inservice objectives and systematic evaluation of inservice programs

(f) Linkages between inservice activities and a planned, comprehensive district-wide staff development program.

## IIIB. The Need for Inservice

The literature suggests that inservice training is important for a number of reasons:

(1) Federal and state statutes and programs frequently necessitate, and in some cases mandate, inservice training (e.g., federal and state statutes pertaining to education for the handicapped, equal educational opportunity, and bilingual education)

(2) Declining enrollments in many school districts have led to reassignment of experienced teachers to subject matter fields and grade levels for which they have little recent training

(3) The decline in new hirings will affect the traditional process used to infuse new instructional ideas and methods (i.e., the employment of large numbers of new college graduates)

(4) There is a need to keep teachers and administrators abreast of constantly expanding fields of knowledge, changes in school curricula, new administrative requirements and techniques, etc.

(5) There is a need to provide educators with training to assume new and different responsibilities (e.g., the transition from teacher to principal).

## IIIC. Training in Business, Industry, Government, and the Military

As a context for evaluating the role and value of inservice training for K-12 personnel, Section III provides a brief review of staff training in other sectors of society. It is noted that the U.S. government spends approximately $7.6 billion on the training of military personnel, annually. A recent study of education and training in business and industry indicated that approximately 90 percent of the companies surveyed (500 employees and over) provided tuition aid for after-hour training activities. The 610 firms surveyed in this study spent a total of $2 billion on employee education and training, during 1974-75. The Washington State Department of Personnel reported that the state spent $293,762 on inservice training for state employees during 1977-78.

### IIID. Federal Policies and Programs

It is estimated that the federal government spends approximately $500 million, annually, on preservice and inservice education for persons serving or preparing to serve in the public and private schools and colleges and universities of this country. Section IIID describes the various inservice programs sponsored by the federal government, including the Teacher Corps and Teacher Center programs.

### IIIE. Inservice Activities in Other States

Information was obtained from other states via a mailed survey, as well as information published by the National Council of States on Inservice Education (NCSIE). Seven (35 percent) of the twenty states responding to the joint study questionnaire report that there is some state funding for off-campus college and university instruction (ten respondents indicate that there was no state funding for off-campus instruction, and three do not know). The survey indicates that many states are confronting the same issues in the area of inservice training (see Section IIIE).

## Section IV: Inservice Activity in Washington State

### IVA. Overview of Past Activity

(1) The SPI and State Board of Education have administered categorical state and federal inservice funds, for many years, in such

areas as vocational education, special education, right to read, environmental education, etc.

(2) The Washington State Inservice Training Act of 1977 placed responsibility with the State Superintendent of Public Instruction for supervising and administering inservice programs funded under the Act (no appropriation, to date).

(3) There is a state statute requiring annual evaluation of all school personnel. The law requires inservice training for individuals who are placed on probation. Local education agencies are encouraged to link annual evaluations with inservice training programs for all personnel.

## IVB. State Policies

(1) The educational service districts administer funds accrued through payment of individual certification fees and allocated for inservice training.

(2) Continuing certification requirements for teachers and administrators, administered by SPI and the State Board of Education, are premised on the assumption that one has to practice before he/she can identify individual professional strengths and weaknesses as well as site specific needs for continuing education. Under State Board requirements, the individual, his/her supervisor, and a college/university advisor work together to form a planned program for continuing certification. The intent of State Board rules is to recognize and allow for individual differences and needs as well as insure that an organized plan and process is followed in achieving continuing certification.

(3) Under State Board certification standards adopted in 1978, more structure has been introduced, although the intent remains recognition of individual needs based on the milieu in which the practitioner serves as well as his/her specific strengths and weaknesses. All K-12 certificate programs in the state must comply with the 1978 standards by June 1983.

## IVC. Characteristics of K-12 Certificated Personnel

(1) There were a total of 43,424 certificated staff serving in Washington's common schools during the 1979-80 school year (36,888 teachers, 4,518 administrators, and 2,453 educational staff associates). Approximately 69 percent of the 36,888 teachers in the state hold standard (continuing) certificates. Twenty-six percent hold master's degrees.

(2) The average certificated staff member is 40 years of age and has approximately 11½ years of experience. In short, there are large numbers of relatively young, permanently certified staff who may remain employed in Washington schools for many years to come.

## IVD. Inservice Needs of K-12 Certificated Personnel

(1) There is consensus among K-12 educators and teacher educators in Washington that the need for degree and certificate-related programs will continue at the same level (if not at a slightly expanded rate) during the coming decade.

(2) The "staff development" needs of K-12 certificated personnel will continue to increase. Specific staff development needs are identified in Section IVD.

(3) Many district administrators and teacher educators agree that much improvement is needed in the area of inservice needs assessment.

## IVE. Survey of Teachers and Principals

The Washington Education Association mailed an inservice training questionnaire to a random sample of 600 teachers. The response rate was 46 percent. Eighty percent of the respondents indicated that they were not working on any additional certification. The majority of respondents indicated that the most important reason for taking college credit courses is to develop or improve their skills and gain knowledge needed in their work. The goal of obtaining a salary increase was ranked second. The major concerns of teachers, with regard to inservice training, are funding, the relevance and quality of district-sponsored inservice, the need for improved needs assessment techniques, and local access to inservice.

Among 300 school principals (and vice-principals) surveyed by the study staff, 202 (67 percent) responded. Fifty-nine percent of the respondents hold continuing certificates, and 94 percent hold at least a master's degree. Fifty-four percent of the respondents cited "development of skills and knowledge" as their primary motivation for participation in inservice. Salary increases were a minor factor in prompting administrative participation in college credit courses. When asked to identify the areas of greatest need for inservice training, the respondents emphasized school discipline and classroom management, updating in individual teaching fields and specializations, human relations, retraining for certificated personnel who are reassigned, and basic skills.

## IVF. Agency Roles

(1) The inservice role of colleges and universities is discussed in Section V (both in the full report and in this summary).

(2) The role of school districts in staff development varies with size and location. Almost all district representatives surveyed in this study indicated that degree and certificate-related activities ("professional development") are the responsibility of the individual professional and the colleges and universities.

At least one-third of the school districts in the state lack formal inservice needs assessment procedures, their procedures for quality control in inservice training are very informal, and they exert very little control over which credit courses are credited toward salary increases or certification requirements.

(3) There are nine educational service districts in Washington with statutory responsibility for providing certain support services to the 300 school districts. Each ESD is responsible for administering funds that are allocated for inservice. Smaller school districts tend to view the ESD's as important resources for inservice needs assessment, program development and delivery, and information dissemination.

(4) Certificated personnel in some districts are served by federally funded Teacher Corps and Teacher Center programs. The Teacher Corps projects are basically one-on-one arrangements between two universities and individual local school districts. The three Teacher Centers primarily serve the staff development (job-related) needs of teachers in their respective counties

(5) The various categorical programs administered by SPI are also involved in inservice training since many of these programs include funds for inservice related to their specific areas of concern.

(6) The study staff surveyed 30 professional education associations. All respondents to this survey identified professional growth of association membership as a primary objective of the organization.

## IVG. Incentives for Participation

(1) Individual school administrators and teachers surveyed by the joint study staff and the WEA, respectively, indicate that their primary incentive for participating in inservice training is to "develop skills and gain knowledge needed in my work."

(2) District administrators report that college credit and salary increments are the major extrinsic incentives for participation in inservice training.

(3) Released time is also employed as an incentive, although the number of days available is ordinarily very limited.

(4) Present funding arrangements and incentives may not address the needs of certificated staff who are at or near the top of the salary schedule.

## IVH. Funding of Inservice Education

At present, the only "state" funds earmarked specifically for inservice education are those which accrue from certification fees (approximately $100,000 per year). In addition, it is estimated that the federally funded categorical programs administered by SPI (special education, vocational education, etc.) provide $400,000 to $500,000 per year for inservice training.

Another form of state support for inservice training is the "instructional formula," which provides state support for the off-campus instructional activities of the public colleges and universities, based on the number of student credit hours generated. During the period Fall 1979-Spring 1980, the instructional formula provided approximately $1,901,200 in state support for off-campus courses in the field of education.

Orlich (1980, page 83) suggests that school personnel pay most of the costs of inservice training via tuition charges. While total "student" expenditures for inservice training (tuition, fees, textbooks, travel, etc.) clearly represent a major contribution to the total costs of inservice training, the data available suggest that, at least in the case of off-campus education courses delivered by Washington's public universities, students pay approximately one-third of the total cost. During 1979-80, students paid approximately $992,998 in tuition charges for all off-campus courses in the field of education (011 plus 015 courses).

Certificated staff who participate in credit courses are compensated for their contribution, in large part, by credit-related salary increases. According to SPI, the state expenditure for credit-related salary increases during 1979-80 was approximately $3 million. It should be noted that credit-related salary increases are generated by participation in on-campus credit courses and credit courses offered by independent colleges and universities, as well as off-campus courses delivered by the publi institutions. Therefore, there is not a one-to-one relationship between total credit-related salary increases ($3 million) and tuition charges for off-campus courses delivered by the public institutions ($992,998).

The study staff does not have detailed information about school district expenditures for inservice training. Perhaps the most useful finding pertaining to district inservice expenditures is that the majority of districts have very little money available for inservice programs.

Funding is one of the major concerns of most constitutencies interested and involved in inservice training. The Superintendent of Public Instruction has submitted budget requests to implement the Inservice Training Act during the last three legislative sessions; however, no appropriation has been made.

## IVI. Quality Control

(1) The issue of quality control in inservice training delivered by colleges and universities is discussed in Section VD.

(2) One of the major elements of "quality" in any type of education is the effectiveness of an educational program in terms of producing desired outcomes (in the present case, school improvement). The study staff has found little evidence in Washington (or nationally) of successful efforts to measure the quality of inservice training, in terms of achieved outcomes.

(3) Another element of quality is "relevance." In this regard, there is evidence that at least some districts have only minimal review mechanisms for approving inservice activities for purposes of salary increases.

## Section V: The Role of Washington's Colleges and Universities in Inservice Training

### VA. Professional Development

Washington's colleges and universities have played a major role in providing degree and certificate programs for the state's 43,424 teachers, administrators, and professional support staff. The number of students enrolled in baccalaureate-level (preservice) education programs declined during the 1970's. However, there has been a slight increase in the number of master's and doctoral degrees conferred annually in the field of education.

### VB. Staff Development

Relatively few colleges and universities have developed formal staff development activities for individual school districts. However, the colleges and universities have been active in delivering individual off-campus courses to school personnel. School districts and ESD's are interested in obtaining more staff development assistance from the colleges and universities.

### VC. Off-Campus Instruction

Approximately 53 percent of the off-campus courses delivered by public four-year institutions during 1979-80 were courses in the field of education. The education deans and directors report that off-campus courses represent approximately one-third of the total number of education courses (on- and off-campus) delivered during 1979-80. It is apparent that school personnel enroll in relatively few off-campus courses outside the field of education.

There are relatively few education degree and certificate programs available *completely* off-campus. Continuing teacher certificate programs and selected master's programs are generally available completely off-campus. With respect to locations, Spokane and the Tri-Cities probably are served best, in this regard.

Among the institutions most active off-campus, Central Washington University delivered off-campus education courses in 54 cities, Eastern Washington University in 24 cities, and Western Washington University in 35 cities, during 1979-80. During the Spring of 1980, Seattle Pacific University delivered off-campus courses (primarily in the field of education) in approximately 70 cities.

### VD. Quality Control

It is apparent that most of the institutions are fairly careful in selecting adjunct faculty. However, these faculty do not have the same academic credentials as regular, tenure track faculty. The staff development director of one of the major school districts suggested that adjunct faculty with K-12 teaching experience are sometimes better qualified to teach inservice courses than are regular college faculty.

Ten of the fifteen college and university schools of education have procedures for awarding credit for courses that are not delivered by the institution (e.g., courses offered by school districts, ESD's, education associations, and educational consultants). Several of these institutions have adopted the "Procedures for Programmatic Involvement with External Agencies," developed by the Washington Council of Deans and Directors of Education (WCDDE). The externally delivered course must be reviewed by the college faculty, and the instructor must have appropriate qualifications.

The procedures also stipulate that course advertising should make explicit the applicability of an externally delivered course to the degree and certificate programs of the sponsoring institution, as well as the degree and certificate programs of other institutions.

The State Board of Education has also adopted "Standards for Off-Campus Courses Applicable to Certification." The basic requirements are comparable to the WCDDE procedures. There must also be verification that the course or program is needed; students must have adequate access to learning resources; and there must be a provision for student evaluation.

## VE. Responsiveness to the Needs of School Personnel

Access. Among the respondents to the mailed survey of 100 school districts, 67 percent indicated that colleges and universities are the primary source of inservice training for their personnel. Approximately 80 percent felt that district staff had adequate access to master's degree programs, continuing teacher certificate programs, principal's credentials, and individual college courses. Responses to the surveys of individual teachers and administrators confirm the perception of adequate access to college and university course work in most areas of the state. Clearly, however, there are districts that do not have access to any college or university instruction, and there are undoubtedly districts that do not have access to all of the courses and programs they need.

Demand. Approximately 69 percent of the teachers currently employed in the state hold continuing certification, which means that they do not need to obtain any additional degrees or certificates to retain their jobs. Among the respondents to the WEA survey of teachers, only 31 percent indicated they were interested in a master's or higher degree. It is possible to infer from these figures that there is a demand for individual course work (versus programs), driven partially by salary increases awarded for college credit.

Relevance. District and ESD representatives feel that there should be more collaboration between colleges and school districts in addressing inservice needs; that colleges should place less emphasis on degree programs and traditional college courses; that colleges need to focus more on the job-related needs of individual K-12 certificated personnel; that college faculty need to get out into the field and find out what is going on in K-12 education; and that colleges and universities provide too much theory and too little application.

Another area of concern has been the relevance of continuing teacher certificate course work. Teachers frequently take courses creditable toward the continuing certificate prior to filing a program plan, and a "fifth-year" student may take courses from a variety of institutions, depending upon local course availability. An analysis of a small random sample of "fifth-year" plans filed by certificate students at one public institution indicates that most of the courses taken were either subject matter courses related to the teachers' field or educational methods courses. However, there were a few instances of teachers taking large numbers of credits apparently unrelated to their current assignments.

Constraints. College and university deans and directors of education report that they operate under a number of constraints that inhibit more flexible and responsive inservice programs, including formula (credit) driven budgets, an emphasis on research in the faculty reward system, and, reportedly, certain elements of the Council's off-campus plan.

## Section VI: The Council's Off-Campus Guidelines

During the course of the study, it has become evident that relatively few school district personnel were aware of the off-campus plan and that very few school district or ESD personnel understood all of its provisions. Three-quarters of the respondents to the August 1980 mailed survey of 100 Washington school districts indicated they were not familiar with the Council's off-campus plan. This has made it difficult to evaluate the effects of the off-campus plan on inservice training for K-12 certificated staff.

### VIA. Background

The Council's 1978 off-campus plan was developed, not specifically to coordinate inservice training, but to coordinate delivery of off-campus instruction by public four-year institutions, in general. The developments and concerns that prompted the off-campus plan were (a) the rapid growth of off-campus instructional activity during the 1970's, raising questions about institutional quality controls, (b) the concentration of off-campus programs in the state's more heavily populated areas, resulting in duplication of services, (c) the high proportion of off-campus activity supporting the educational needs of persons who already had a bachelors degree, and (d) a need to establish state priorities for the funding of off-campus instruction.

It is noted in Section VIA of the full report that there was no state support for off-campus instruction until 1973; that the major concepts and features of the plan were introduced in the Council's 1976 Comprehensive Plan; that the Comprehensive Plan included a recommendation that education sponsored by business or industrial firms, community groups, or governmental agencies for their employees or members should be financially self-sustaining; and that the off-campus regional service areas coincide with the statutory mission of the regional universities.

## VIB. Overview of the Off-Campus Plan

The major features of the 1978 off-campus plan are as follows:

(1) continuation of state appropriation support for program-related off-campus courses offered by the public four-year institutions,

(2) elimination of state appropriation support for all non-program-related off-campus courses,

(3) establishment of regional service areas for off-campus instruction by the regional universities and The Evergreen State College,

(4) Washington State University and the University of Washington are assigned statewide responsibility for continuing professional education, upper-division instruction, and graduate instruction in program areas nonduplicative of programs offered by the regional institutions or local independent institutions,

(5) implementation of a procedure for advance notification and acceptance of new off-campus programs within 25 road miles (the campus service area) of another institution,

(6) official encouragement of cooperative arrangements between public and independent institutions in the development of future off-campus program offerings,

(7) control of the overall level of state supported off-campus instruction by each public institution through the biennial "enrollment contract" method currently used in the budget process.

It is not the purpose of the present study to conduct a comprehensive evaluation of the Council's off-campus plan. Section VI of this report focuses primarily on the program funding and regional service area provisions of the plan, which are of major concern to the K-12 community.

## VIC. Program Funding Provisions

Matriculation Requirement. One of the major concerns of the Superintendent of Public Instruction and the four-year public institutions is a requirement that either ten or a majority of students in an off-campus course must be matriculated in a degree or certificate program in order to qualify that course for state support. There is a concern that this requirement will preempt state support for inservice training for K-12 certificated personnel who are interested in individual course work, rather than degree and certificate programs. In October 1979, the Council agreed to place a temporary moratorium on the matriculation requirement during the 1979-81 biennium, pending the results of the present study.

A recent Council staff audit of a random sample (7-10 percent) of off-campus courses delivered by the regional universities during 1979-80 provides a basis for projecting the effects of the matriculation requirement. Among the 31 Central Washington University off-campus courses audited, 12 (39 percent) would have qualified for state support even if the matriculation requirement had been in effect. Among the 10 Western Washington University off-campus courses audited, 4 (40 percent) would have qualified for state support. In contrast, 86 percent of the Eastern Washington University sample (50 courses) and 90 percent of the Washington State University sample (10 courses) would have qualified for state support.

The education deans and directors and continuing education deans and directors have indicated that they will experience some administrative problems if the matriculation requirement is implemented. Specifically, institutions normally are not able to determine the matriculation status of a student enrolled in an off-campus course until the first day of classes (registration for off-campus courses frequently does not take place until that time). Therefore, an institution usually cannot predict whether a course will qualify for state support until the course has actually begun. It should be noted, however, that past matriculation patterns in a particular geographical area probably would serve as a fairly reliable indicator of future matriculation patterns.

Qualifying Off-Campus Programs. The other major criterion for state support of an off-campus course is that the course must be part of a "qualifying off-campus program." That is, the institution must offer a sufficient number of courses applicable to the program, over a period of time, so that students can complete most of the program requirements at the off-campus location in question.

The major concern about this requirement is that it is difficult for institutions to deliver complete off-campus programs in geographically remote areas where there are not enough teachers (or other school personnel) to deliver a complete program. There is some evidence that institutions will have difficulty delivering courses in such areas even on a subsidized basis.

Fifth-Year (Continuing) Teacher Certificate Programs. Because of the individualized nature of the fifth-year teacher certification process, the off-campus plan provides special procedures for establishing a "qualifying" off-campus fifth-year program. A minimum of ten fifth-year students at a specific off-campus location enables the institution to claim state support for up to 19 course credit hours per year at the off-campus location in question (the number of course credit hours increases in proportion to the number of fifth-year students).

The requirement that students file fifth-year plans with the institution in order to qualify a fifth-year program for state support creates certain administrative problems, because students generally are not required to file a fifth-year plan before they start taking courses applicable toward fifth-year certification. Moreover, it has been suggested that the filing of a fifth-year plan is not desirable during the first year of teaching. During this period, it is argued, neither the teacher nor the advisor has a good grasp of the teacher's needs.

It has been noted that the State Board of Education developed new certifications standards in 1978, requiring certain modifications in all teacher and administrator certificate programs by 1983. The 1978 standards require greater structure in fifth-year (now continuing) teacher certification programs, and they provide for wider participation on the part of district administrators and teachers in the development of certificate programs. However, it does not appear that the new standards will affect the process by which a "fifth-year" plan is filed.

*Self-Sustaining Off-Campus Courses.* In tandem with the provision that the state will support only those off-campus courses that are program related, the off-campus plan stipulates that all non-program-related off-campus courses offered by public four-year institutions must be financially self-sustaining. It is apparent that some of the public institutions have been reluctant to offer many off-campus courses on a self-sustaining basis (at least since 1973, when off-campus courses first qualified for state support). Moreover, most of the institutions have developed minimum class size requirements rather than imposing higher tuition rates as a method of financing self-sustaining off-campus courses. The implication is that the off-campus plan will reduce access to off-campus courses in locations where institutions are unable to deliver complete off-campus programs that are eligible for state support.

## VID. Regional Service Areas

As previously noted, the off-campus plan establishes regional service areas for off-campus instruction by the regional universities and The Evergreen State College. Washington State University and the University of Washington are assigned statewide responsibility for continuing professional education, upper-division instruction, and graduate instruction in program areas nonduplicative of programs offered by the regional institutions and local independent institutions. This provision of the plan has been a major concern among persons interested and involved in inservice training. Section VID reports the following findings:

(1) With regard to *existing* out-of-region off-campus programs, it

is noted that, in August 1980, the public four-year institutions requested continuation of 82 out-of-region programs. The Council supported continuation of 65 (80 percent), including 41 post-baccalaureate degree and certificate programs in the field of education. Most of the programs recommended for termination involved nominal course activity during the period Fall 1978-Spring 1980.

(2) In the case of new out-of-region off-campus programs, there is little evidence that any of the institutions have had serious problems gaining approval to offer out-of-region programs that do not duplicate the programs of local public or independent institutions.

(3) School district and ESD personnel are concerned about having access to the "best" instructional services. In some cases, the prospective clientele of an inservice course would prefer to have access to an instructor from an out-of-region institution, even though the local regional institution can provide the course in question. In addition, district representatives feel that, when they pay for an inservice program, they should have access to any institution they chose.

(4) There are specific areas of the state where regional service area assignments have been questioned:

(a) Southwest Washington: It is evident that The Evergreen State College currently is unable to meet the inservice needs of this area of the state, since Evergreen does not have any post-baccalaureate programs in the field of education. There is no evidence that Evergreen has attempted to restrict service to this area by other institutions. In fact, Evergreen is currently working with another public university to provide a fifth-year program in southwest Washington. The Council is also working with three Portland-based colleges that provide inservice training in southwest Washington, in connection with the Washington State Educational Services Registration Act.

(b) The Olympic Peninsula: This is also part of Evergreen's off-campus service area. With clearance from Evergreen, Western Washington University has attempted to serve this area. However, Western has had some difficulty in this regard because of the scattered population in this area of the state.

## STAFF RECOMMENDATIONS

### Recommendation 1: Definitions

That the definitions of "inservice training," "staff development," and "professional development" used for purposes of this study be adopted and be used statewide; those definitions are:

-- "Inservice Training" -- All "professional development" and "staff development" activities undertaken by K-12 certificated personnel subsequent to receipt of the first initial certificate.

-- "Professional Development" -- All program-related educational activities--ordinarily credit-bearing--undertaken subsequent to one's first initial certificate, requiring matriculation in a degree or certificate program.

-- "Staff Development" -- All educational activities--including credit-bearing course work--undertaken subsequent to one's first initial certificate for purposes of increasing one's ability to perform assigned duties, excluding certificate and degree work.

### Recommendation 2: Inservice Needs

That SPI, in cooperation with other appropriate agencies, assist school districts, ESD's and other agencies involved in inservice training in the development and implementation of systematic needs assessment strategies which include surveys of non-educators (parents, lay-groups, etc.), as well as K-12 certificated personnel.

### Recommendation 3: Coordination

That SPI, in cooperation with institutions of higher education, educational service districts, local school districts, professional organizations, and other groups, continue to acsume primary responsibility for state-level coordination of staff development activities.

That the "SPI Plan for Coordination of Preservice and Inservice Education," developed and approved in 1979 as required by P.L. 95-561, be reviewed, altered as necessary, and implemented.

Recommendation 4: ESD Role

That SPI, in cooperation with educational service districts and other interested parties, coordinate a study of the role and responsibilities of educational service districts in inservice training.

Recommendation 5: Technical Assistance to School Districts

That SPI, with the assistance of the institutions of higher education and other interested agencies, develop models and guidelines to assist local school districts with (a) needs assessment, (b) quality control, (c) program development, (d) evaluation, and (e) relevance of inservice training.

Recommendation 6: District Inservice Committees

That all districts establish representative committees (membership similar to that set forth in the Inservice Training Act of 1977) to review staff development activities, ensure quality control and relevance of inservice training, establish needs assessment procedures, develop evaluation strategies, and approve staff development which is used for purposes of salary advancement.

Recommendation 7: Incentives

That SPI, in cooperation with other interested parties, conduct a study of the current system of incentives for participation in inservice training and make recommendations concerning the use of the following incentives: salary increments, released time, stipends, and tuition reimbursement.

Recommendation 8: State Plan for Staff Development

That SPI, in cooperation with other interested parties, develop a comprehensive state plan for staff development. The plan should address at least the following issues:

(a) Needs assessment

(b) Quality control

(c) The role of colleges and universities

(d) Funding

(e) Incentives

(f) Evaluation

Recommendation 9: Funding

That current funding arrangements for professional development (via the instructional formula) be continued.*

That any state funding for staff development be arranged for and managed by SPI.

That CPE, in consultation with SPI and SBE, review current arrangements for funding of the professional development of K-12 certificated staff to determine if these funding arrangements are adequate and comparable/equitable with formula funding for other "professional" fields (e.g., law, engineering, medicine) and enriched formula funding for such disciplines as fisheries and engineering.

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*See Recommendation 15.

## Recommendation 10: Quality Control

That SPI develop quality control guidelines for staff development which address instructor qualifications, program content. program delivery, the availability of instructional support services, and program evaluation.

That the State Board of Education "Standards for Off-Campus Offerings Applicable to Certification" (May 1980) be implemented immediately by all public and private institutions of higher education offering certificate programs; that implementation be carefully monitored by SPI/SBE staff; and that beginning in Fall 1981, any course offered bearing an "education" designation, regardless of the department offering such course, be reviewed by the institution's school or department of education for compliance with SBE standards.

That school districts give consideration to the application of the State Board "Standards for Off-Campus Offerings Applicable to Certification" in reviewing and approving inservice activities for purposes of salary increases.

That CPE and SPI seek to promote quality control over extension and off-campus programs in the field of education by the Northwest Association of Schools and Colleges and the National Council for Accreditation of Teacher Education.

## Recommendation 11: Role of Colleges and Universities

That Washington's institutions of higher education (both public and independent) continue to play a significant role in both professional development and staff development activities on- and off-campus.

That SPI request that public and independent institutions of higher education identify specific problems and constraints which operate to limit their ability to respond to staff development needs and offer proposals for alleviating such problems and constraints, as a major component of the 1980-81 annual report to SPI by the schools and departments of education.

### Recommendation 12: Underserved Areas

That the CPE, assisted by other interested parties, conduct appropriate research directed to ways of improving the delivery of extended educational services in geographically remote areas of the state (as recommended in the CPE "Biennial Review of Off-Campus Instruction in Washington," February 1981). Special attention should be given to southwest Washington and the Olympic Peninsula.

### Recommendation 13: Continuing Certificate Programs

That procedures be established by each institution of higher education with an approved certificate program(s) to ensure that all persons seeking continuing certification (teachers, educational staff associates, and administrators) file an application immediately and develop a program plan as early in their program as possible. The plan should be reviewed and approved by both the candidate's current supervisor and his or her academic advisor. These procedures should be reviewed when the State Board of Education reviews and approves new or modified educational certification programs, in compliance with the Board's 1978 Standards.

### Recommendation 14: Additional Research

That the following research and analysis be pursued, as soon as possible:

(a) Development of longitudinal trend data pertaining to the education, experience level, and age of K-12 certificated staff, as a basis for projecting future inservice needs.

(b) Indepth case studies of selected school districts, including districts with major district-level inservice or staff development programs, as a partial basis for developing the proposed state plan for staff development (Recommendation 8).

(c) A systematic review and evaluation of inservice programs and policies in other states, as a partial basis for developing the proposed Washington State plan for staff development. (Recommendation 8).

### Recommendation 15: Council Staff Recommendations Pertaining to the Off-Campus Plan*

The Council staff is making the following recommendations concerning the off-campus plan, partly as a result of the present study and partly as a result of a separate biennial review of off-campus instruction in Washington:

(a) Continuation of state support for program-related off-campus courses; elimination of the matriculation requirement; and a modification of the "qualifying off-campus program" provision, requiring that the institution offer an average of one program-related course per term at the off-campus site in question.

(b) Non-program-related courses will continue to be financially self-sustaining.

(c) Minimum tuition rates for all off-campus courses will be based on part-time on-campus tuition rates plus a two dollar per credit course fee to be retained by the institution for support of off-campus instruction.

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*SPI recommendations concerning the off-campus plan will be provided under separate cover. Interested parties should contact Lillian Cady

It is anticipated that all tuition rates at public instititions will be increased by an average of 33 percent during the 1981-83 biennium.

(d) Regional service area provisions will continue to apply to state-supported off-campus programs. Non-program-related courses will not be subject to regional or campus service area restrictions. However, there will be a courtesy advance notification requirement if the course(s) is offered within the campus service area of another institution. Self-sustaining off-campus programs will be subject to the notification/objection procedure if they are to be offered within the campus service area of another institution. PROVIDED, That regional service area boundaries or any proposed changes therein applicable to the regional universities and The Evergreen State College which affect the inservice education opportunities for K-12 certificated personnel, insofar as they apply to such opportunities, shall be reviewed by the State Board of Education pursuant to RCW 28B.35.380 and RCW 28B.40.380. PROVIDED FURTHER, That a procedure shall be established whereby any school district, educational service district, or other educational organization which provides evidence to the State Board of Education that such regional service areas unreasonably restrict access to inservice education may request an exception for specific programs in accordance with procedures developed by the State Board and the Council. The State Board and the Council agree to mutually consult when respectively establishing rules or adopting procedures related to off-campus instructional programs for K-12 certificated personnel.

(e) Continuing (fifth-year) teaching certificate programs can qualify as "qualifying off-campus programs" if they meet all the requirements (i.e., there is a planned or "packaged" continuing certificate program at the off-campus site). It is also recommended that each institution issue a matriculation card to each matriculated continuing certificate student. Upon presentation of this card at the time of enrollment in a non-program-related course delivered by any public institution, the student would qualify to pay tuition at the minimum state-supported off-campus rate, and the institution could claim state support for the credits generated by this student.

(f) Each even-numbered year, in the Spring, each public institution will prepare a plan for off-campus instructional activities during the coming biennium. These plans will be used as a basis for establishing annual off-campus contract levels, via negotiation among the Office of Financial Management, the Council, and the institution.

Please refer to the Council's "Biennial Review of Off-Campus Instruction" (February 1981) for additional details.

# SECTION I

# INTRODUCTION AND RATIONALE FOR JOINT STUDY

# SECTION I

## INTRODUCTION AND RATIONALE FOR JOINT STUDY

A number of factors associated with the continuing education of school teachers, administrators, and specialists have caused "inservice education"* to become the focus of local, state, and national attention. The primary factors which prompted three state agencies (the Superintendent of Public Instruction, State Board of Education, and Council for Postsecondary Education) to conduct this study of inservice education are:

- The agencies' interest in ensuring that inservice offerings be available, be of quality, and be cost-effective.
- Legislative interest in inservice and concern about the proliferation and costs of off-campus offerings.

The immediate impetus for this Joint Study was adoption by the Council for Postsecondary Education of Policies and guidelines for coordination of off-campus offerings.** It appeared that the implementation of those policies would significantly impact certificated personnel's access to inservice education, including certification programs.*** Therefore, the Superintendent of Public Instruction (SPI), State Board of Education (SBE), and Council for Postsecondary Education (CPE) -- the three state agencies having statutory

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*Please see the definition of "inservice" on page 6.
**CPE Report No. 79-5, The Coordination of Off-Campus Instructional Services
***It is estimated by college and university administrators that approximately 53 percent of the off-campus offerings of Washington's public four-year colleges and universities are directed toward K-12 personnel's inservice needs.

responsibilities relevant to preservice and inservice education of K-12 certificated personnel -- agreed that the interests of all would best be served through a cooperative endeavor. Table 1 summarizes the agencies' statutory responsibilities.

Table 1

Agency Statutory Responsibilities

| SBE | SPI | CPE |
|---|---|---|
| (RCW 28A.04.120 and 28A.70.005) | (RCW 28A.03.030 and 28A.70.005) | (RCW 28B.80.030) |
| To approve the program of courses leading to certification offered by all IHE's in the state | To issue and revoke certificates | To engage in overall planning for post-secondary education and advise the Executive Branch and and Legislature in matters related to needs, priorities, resource allocation, programs and degrees admission and transfer policies and student fees/tuition |
| To specify the types and kinds of certificates | To administer rules of the SBE regarding certification | |
| To establish and enforce rules re eligibility for certification | (RCW 28A.71.210) | |
| (RCW 28A.70.110 and RCW 28A.71.100)<br>To establish rules regarding inservice institutes and workshops and use of certification fees for preservice and inservice education | To establish rules, administer state funds allocated for inservice and supervise programs pursuant to the Inservice Education Training Act | |

The Joint Study should allow SPI and SBE to secure data and information needed to fulfill statutory responsibilities related to certification, preservice training, and inservice programs and implement the Inservice Training Act as well as permit the CPE to determine the impact of its off-campus guidelines on inservice and certificate-related training for K-12 personnel.

Although the immediate impetus for this study was adoption by CPE of policies for off-campus offerings, SPI and SBE had interests in inservice education beyond those directly associated with the off-campus guidelines. These are delineated in the paragraphs which follow. The Joint Study provided an opportunity to address these interests earlier than anticipated.

Historically, some elements of inservice education have been the responsibility of SPI and/or SBE; additional responsibilities were delegated to SPI and SBE in the 1970's when RCW 28A.71.100 ("Inservice Institutes") was amended and RCW 28A.71.200. (The Inservice Training Act of 1977) was passed. The "Act" delegated to the Superintendent of Public Instruction (SPI) responsibility to administer funds "appropriated for the conduct of inservice training programs for public school certificated and classified personnel and to supervise the conduct of such programs."

Subsequent to the Inservice Training Act, SPI developed rules and state plans for inservice education and its coordination; prepared legislative budget requests for inservice funds; surveyed selected districts concerning inservice policies, procedure, and programs; and worked with educational service (ESD's), Teacher Corps and Teacher Center projects, selected school districts, and colleges/universities in matters related to inservice education.

These initial efforts to implement the Inservice Training Act were to be followed in 1980-81 by a comprehensive statewide study of inservice education (e.g. needs, funding, constraints, programs, incentives, etc.). Such a study had never been conducted in Washington State and accurate data about inservice training were not avaliable although needed for full implementation of the Inservice Training Act and Comprehensive State Plan for Coordination of Preservice and Inservice Education.

Among broader issues and concerns that prompted this study are the need for adequate inservice training for the increasing number of experienced, permanently certified K-12 professionals in the state (69 percent of the teachers in the state hold permanent certificates); state level and national concerns about the relevance and quality of inservice training; and the need to promote an equitable system of incentives for participation in inservice training.

The need to respond to the inservice needs of an increasingly stable corps of K-12 profesionals in an issue that is national in scope. Surprisingly, it is a relatively new issue in Education which has not been adequately addressed. Needs exist for both "professional development" and "staff development" experiences, coursework, and programs.

## Purposes of the Study

Each agency involved in the joint study has specific interests in the study and its outcomes as related to K-12 certificated personnel. The major purposes of the study are:

1. To determine the current status and nature of inservice training.
2. To ascertain future needs for inservice training for K-12 certificated personnel in Washington.
3. To describe the current role of colleges and universities in inservice

education for K-12 certificated personnel.

4. To consider the future role of colleges and universities in inservice education for K-12 certificated personnel, and
5. To identify the effects of the CPE off-campus plan on inservice training for K-12 certificated personnel and to determine whether any changes should be made in the off-campus plan to accommodate inservice needs.

## Definition of Terms

The following definitions were used initially in collecting and analyzing data, interpreting findings, and developing recommendations:

1. "Inservice education" refers to all learning experiences which qualify as "staff development," "certificate-related," and "employee-elected" educational activities which are undertaken by the individual subsequent to initial certification.
2. "Staff development" activities are those learning activities necessitated by local, state, or federal directives, laws, policies, and bargaining agreements designed to retain or to increase the competencies (knowledge and skills) of certificated personnel in the performance of their assigned duties. These offerings may be credit-bearing or non-credit bearing.
3. "Certificate-related" activities are those learning experiences that are required for or are directly applicable to continuing certification as a teacher, administrator, or educational staff associate.

4. "Employee-elected" activities include all learning activities voluntarily undertaken by the individual for his/her professional development which do not qualify under the preceding definitions as "certificate-related" or "staff development."

During the course of the study, definitions were revised and the following have become the operational definitions used in this study and its recommendations:

1. Inservice Training--All "professional development" and "staff development" activities undertaken by K-12 certificated personnel subsequent to receipt of the first initial certificate.
2. Professional Development--All program related educational activities - ordinarily credit-bearing - undertaken subsequent to one's first initial certificate for purposes of obtaining an advanced degree or certificate requiring matriculation in a degree or certificate program(s).
3. Staff Development--All educational activities - including credit-bearing course work - undertaken subsequent to one's first initial certificate for the purpose of increasing one's ability to perform assigned duties excluding certificate and degree work.

## Assumptions

The following joint assumptions underly the present study:

(1) Questions exist about the extent to which the inservice needs of K-12 certificated personnel are being met.

(2) Colleges and universities have important roles and responsibilities in inservice education.

(3) Off-campus delivery of inservice education may be an efficient and cost-effective mode of delivery.

(4) Off-campus credit-bearing inservice offerings must be comparable in quality and rigor to regular on-campus college/university offerings.

(5) The present study is intended to provide a general overview of inservice training for K-12 certificated personnel in Washington. Additional, in depth studies of specific issues will be needed in the future.

The following additional assumptions provide further clarification of the SPI staff perspective concerning inservice training:

(6) Inservice is essential to the continuing effectiveness of certificated personnel and the quality of pupils' educational experience.

(7) Generally, certificated personnel want to seek additional educational experiences that will increase/enhance their competencies.

(8) A continuum exists (or should exist) between preservice and inservice training.

(9) When the state enacts/mandates certain laws and programs with which certificated personnel must comply, the state had a responsibility to provide adequate funding to support inservice training required by those who must implement such laws and programs.

The following additional assumptions provide further clarification of the perspective of the Council staff with regard to inservice training:

(10) Decisions pertaining to state support for inservice training, via appropriations to colleges and universities, must be made in the context of overall state higher education priorities.

(11) The primary goal of state policy and support for inservice training should be to promote inservice training that will contribute to school improvement.

## Limitations

1. The most significant limitation of this study resulted from time constraints. Staff responsible for the study assumed the assignment in addition to their regular responsibilities which curtailed their ability to do in-depth research and in-depth follow-up interviews, questionnaires and surveys.
2. The study's focus was limited to K-12 certificated personnel. The study staff made no attempts to determine inservice needs of classified and technical personnel serving in the common schools.
3. The complexity of "inservice" made developing discrete definitions difficult and, therefore, complicated data collection and analysis.
4. Specific data were not collected about the role of community colleges in providing staff development and employee-elected offerings for K-12 certificated personnel.
5. The study does not examine in any detail needs of vocational education personnel for periodic training for purposes of certificate renewal.
6. The study staff was unable to conduct in depth case studies of inservice training in individual school districts, which may have provided a fuller understanding of inservice needs and the relevance of existing inservice programs to school improvement.

# SECTION II

# STUDY PROCEDURES

## SECTION II

## STUDY PROCEDURES

The interests and responsibilities of the three cooperating agencies have influenced the focus of the study as well as procedures, data collected and the report format.

### Advisory Committee

The agencies involved directed that an ad hoc committee be established to provide advisory assistance to staff. A number of organizations and agencies having special interest in inservice education of school personnel were invited to nominate representatives to the committee. A list of committee members is included in Appendix A.

The first meeting of the ad hoc committee was held in December, 1979. At that time the committee was provided with background information about the study and the agencies involved as well as a discussion draft of a study outline.

During the course of the study, the committee met four times to assist staff in finalizing the study outline; establishing definitions; delimiting the purposes, objectives and focus of the study; suggesting study procedures; and developing recommendations given the findings.

### Data Needs and Sources

Table 2 summarizes data needed and the specific agencies and personnel contacted to obtain such data.

Some "needs assessment" surveys were collected from data sources identified in Table 3. These were reviewed and findings are reported in Section IV.

Table 2

A Summary of Data Needs

| DATA SOURCE | DATA NEEDED |
|---|---|
| Public/Private Colleges & Universities (Departments of Ed & Continuing Ed) | Impact/effects of the CPE off-campus guidelines on IHE's, on delivery of inservice, perception of needs, issues, funding approaches, roles in inservice training |
| ESD's and districts | Current activities, needs assessment, impact of off-campus rules, future needs/roles, current policies, impact of CPE guidelines |
| Certificated Personnel | Needs, characteristics, current inservice and certificate-related activities, impact of CPE guidelines |
| Other States -- NCSIE | Laws, funding and policies relevant to inservice education |
| Professional Organizations Within the State | Activities sponsored by groups relevant to inservice needs of members, impact of CPE guidelines |
| Program Managers Within SPI | Activities and offerings emanating from SPI program managers, needs assessments, future needs, impact of CPE guidelines |
| Teacher Corps & Teacher Center<br>Teacher Corps/Teacher Centers | Current activities, needs assessments, effects of CPE off-campus guidelines |
| SPI Information/Data Processing Center | School staff characteristics |

## Data Collection

Written questionnaires and surveys were developed by staff to elicit some data; on-site and telephone interviews based on predetermined questions and interview guides provided other data. All questionnaires, surveys, and interview guides were developed cooperatively by staff from the three agencies. This process and interaction among the staff ensured that the interests of each agency were addressed and strengthened the quality and usefulness of the data collection instruments and procedures. In some cases, it was possible to "test" the data collection instruments and proposed procedures with "field" personnel (e.g. educational service district administrators, Deans of Education, SPI program managers) prior to preparing the final instruments. Several of the draft instruments were shared with the ad hoc committee which provided constructive criticism.

Staff of the three agencies were responsible for collecting all data. Because of time and personnel constraints, the number of agencies/personnel contacted and the extent of data collection were limited to that deemed most essential and relevant to study purposes. The agencies and personnel contacted, the data collection procedure used, sampling information, and returns are presented in Table 3. In three instances, less than 100 percent of the total "population/universe" was sampled. These are noted in the Table and an explanation of sampling procedure is presented.

Responsibilities for interviewing were shared among the four staff members from the agencies involved. In some instances, both an SPI staff member and a CPE staff member participated in the same interviews. An SPI staff member cooperated in or was responsible for every interview in the school districts, ESD's, and colleges/universities.

Table 3

Data Collection and Sampling Procedures

| Agency | Procedure Used | Sample Size | % of Total Population | % Return |
|---|---|---|---|---|
| Four-year Colleges & Universities w/approved Professional Ed. programs | Interviews with Deans of Education and Continuing Ed. Directors | 15 | 100% | (15) 100% |
| ESD's | Interviews with Supts. and Inservice Coordinators | 9 | 100% | ( 9) 100% |
| School Dists. | Interviews with Supts. and/or Inservice Coordinators | *27 | 9% | (26) 96% |
|  | Questionnaire | **100 | 33% | (77) 77% |
| Certificated Personnel | Questionnaire | ***600 (Teachers)<br>****300 (Principals) | 2%<br>20% | (276) 46%<br>(202) 67% |
| Other States in NCSIE | Questionnaire | 45 | 100% | (20) 45% |
| Professional Organizations | Questionnaire | 30 | 100% | (13) 43% |
| Program Mngrs. in SPI | Questionnaire | 45 | 100% | (40) 90% |
| Teacher Corps & Teacher Cen. | Questionnaire | 5 | 100% | ( 5) 100% |
| SPI Information Center | Computer Analysis | 43,424 (total certificated staff employed 1979-1980) | 100% | NA 100% |

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*ESD's were asked to identify six districts within the respective ESD that had inservice programs. The districts were to vary in size. Staff then selected three districts in each ESD to interview.

**A random sample of 100 districts was selected from the 300 active districts listed in the Washington Education Directory.

***WEA provided data from a questionnaire distributed October, 1980.

****AWSP assisted in distribution of this questionnaire; data were analyzed by study staff.

## Treatment of Data

With the exception of data from the SPI Information Services Center and Data Processing and data collected by CPE, prior to this study, related to off-campus programs and courses, information/data were compiled and analyzed by SPI and CPE staff assigned to the joint study.

Each staff member was responsible for analysis of certain questionnaires, surveys, or interviews. Summaries of objective and subjective information/data were shared and discussed among staff members. Each staff member had the opportunity to review every questionnaire, survey, and completed interview guide.

# SECTION III

## REVIEW OF LITERATURE AND INSERVICE ACTIVITY

(National Context)

## SECTION III

## REVIEW OF LITERATURE AND INSERVICE ACTIVITY
(National Context)

During the past few years hundreds of articles, monographs, and books have addressed the subject of "inservice" education. An extensive bibliography was published by the National Council of States on Inservice Education (NCSIE) in 1979. A review of that bibliography reveals the multi-dimensional nature of "inservice" and the abundance of material in print. A substantial portion of "inservice" literature was reviewed for purposes of this study. Only a few definitive works are cited. They provided background, definitions, and concepts used and needs associated with inservice education.

### Issues in Inservice

The definitional problem is among the most persistent issues raised in the literature. Joyce, Edelfelt, Rubin, Lawrence, and Howey all mention the difficulty in arriving at a single definition of this complex concept. Suggested definitions range from the broad one used by Edelfelt: "Inservice education of teachers (or staff development, continuing education, professional development) is defined as any professional development activity that a teacher undertakes singly or with other teachers after receiving her or his initial teaching certificate and after beginning professional practice" (Edelfeldt and Johnson, p. 5) to the more definitive approach of Joyce:

> The formation of definitions in ISTE (Inservice Teacher Education) is especially difficult . . .
>
> By ISTE, we refer to the growth of the professional educator in three ways. First is general growth--the development of a human being whose growth potentially enriches his relationships to children and the kinds of instruction he is able to give. The second type of growth is the improvement of the educator's competence to carry out his particular role . . . Finally, growth refers to training to better enable the educator to implement curricular and instructional reform decided on by the persons responsible for the shape of the school in which the educator works. (Joyce, pp. 3-4)

Another topic discussed in the literature is governance. This term is used to include both decision-making procedures and locus of control. The major issue concerns the extent to which practitioners (prospective recipients/clients of inservice) shall participate in decision-making about and exercise control over the nature and delivery of inservice education. These issues are of particular interest since research indicates that most inservice programs judged "effective" are those about which prospective recipients have been consulted and in which they participate as the program is designed. (Lawrence)

Yarger, Howey, and Joyce write that "governance" must be dealt with seriously and carefully if inservice is to be recognized as a legitimate, essential and continuing component in Education. They report that although various special interest groups agree that others must be involved, procedures to ensure involvement have not been implemented. They stress the importance of community involvement and the recognition that collective bargaining is a reality. (Yarger, Howey, and Joyce, pp. 41-42)

A related issue, therefore, is the role(s) of various agencies in inservice education and constraints which affect those roles. Colleges and universities continue to be the primary delivery agent for inservice education regardless of the objective of that inservice (e.g., certification, salary, advancement, personal or professional development). The most common model of delivery continues to be the traditional class-for-credit. However, the traditional mode and location for delivery of inservice do not respond fully to growing demands for school-based, job-related inservice. Different delivery systems, formats and sites are emerging which some believe to be more appropriate to practitioners' needs. These approaches compete with, and in some instances, threaten the historical role of colleges and universities in inservice.

The future role of colleges and universities is uncertain. Some believe that colleges and universities should continue to play an instrumental role in all aspects of inservice education and must, therefore, make changes necessary to respond differentially. Others suggest that colleges and universities should only be involved in inservice activities consistent with their primary purpose to teach the "theoretical" and "academic." The latter argue that much inservice being requested should not be delivered by colleges/universities. Still others contend that although colleges/universities should have a major role in the delivery of all types of inservice, constraints make it impossible for them to play other than their historical role and deliver inservice in the traditional mode. (Marsh and Carey) (Ferver)

Two recent studies identified some major constraints operating on colleges and universities. Among them are what Ferver calls "match problems":

A. There is a poor match between faculty availability and inservice need. Departments and faculty that could be used off campus are often fully loaded on campus.

> B. There is a poor match between what University faculty are funded to do and what schools might have them do. Institutional funding is usually based directly or indirectly on the numbers of student credit hours generated, and increasingly the opportunities in working with schools are in the non-credit area or in what may be thought of as the "public service" area.
>
> C. There is a poor match between University faculty reward systems and what faculty are called on to do in working with schools. Faculty rank, tenure and promotion is such that young faculty who want to stay at an institution, which usually requires making tenure as an associate professor, venture off campus to work with schools at their own peril.
>
> D. There is a poor match between the highly specialized academic skills that University faculty possess and the job related skills that schools want.
>
> E. There is a poor match between the "information giving" orientation of University faculty and the "problem solving process" orientation required in many school inservice situations.
>
> F. . . .
>
> G. There is a poor match between university rhetoric about the importance of "public service" work with schools and university financial support for this work. (Ferver, p. 5)

During the past few years, education agencies at all levels (local districts, regional service centers, federal, state education agencies, etc.) have increased their interest in inservice education. In some states, the state education agency is taking a major leadership role and responsibility for inservice education. In some, inservice has become an important item in local district contracts and negotiations. A primary role of regional service districts which exist in many states is inservice-related. Specific roles and activities of these education agencies are reviewed in more detail later in this section and in Section IV and will not be addressed further here.

In recent years, professional organizations and unions have begun to play a significant role in both delivery and brokering of inservice education. The

National Education Association (NEA) and the American Federation of Teachers (AFT) were instrumental in the development of federal legislation establishing and funding Teacher Centers. Both organizations identify inservice as a major element in their legislative programs. Both have committed resources and staff to develop special projects, papers and activities to increase funding and support for inservice as well as make inservice a primary legislative thrust of state affiliates.

Inservice education is not only a thrust of the two major teacher unions, it is also an objective of almost all specialized professional organizations (e.g. National Association of School Principals, American Association of School Administrators, National Council of Teachers of English, American Personnel and Guidance Association, etc.) and their state affiliates.

Although these professional organizations do not offer course-for-credit inservice, they all provide their membership with profession-specific and/or job-related inservice. Some of these organizations are involved in "brokering." That is, they assist their membership by arranging with colleges and universities for certain courses to be offered (these may be either credit or non-credit bearing) or arranging that activities in which members participate be granted credit.

As inservice has become more important, a number of private firms and entrepeneurs have also entered the market and are often contracted by local districts, organizations, and other educational agencies to deliver inservice.

The proliferation of agencies and individuals involved in offering inservice and the shift in the locale of inservice from the college/university campus to local sites have raised a number of concerns about quality control and relevance of content and instruction.

Margo Johnson summarizes current "catchwords" of the inservice movement which reflect concern for relevance: collaboratively planned, teacher centered, site specific, job-related and program-oriented. According to Johnson, inservice should be:

1. away from remote learnings, toward concrete applications;
2. away from external direction, toward local needs and goals; and
3. away from unilateral control, toward joint planning. (Johnson, p. 33)

During the past few months a number of articles have appeared in newspapers and national periodicals questioning the quality of some course work and experiences taken by certificated personnel in the name of "inservice." (See Time, June 16, 1980; Newsweek, August 11, 1980; The Oregonian, April 20, 1980; and The New York Times, September 7, 1980.) In most instances these courses/programs have not been offered by reputable colleges or universities. Usually the consumer has not been aware of the dubious nature of the institution or its offerings. However, such activity has caused quality control of instruction and content of inservice offerings to become an important national issue and concern.

Questions have also been raised as to whether colleges and universities can maintain quality control of off-campus offerings.

Although research concerning the outcomes of inservice in terms of changes in participants' performance has been limited, a number of recent studies identify characteristics of inservice activities judged "effective" by participants (Edelfelt, Wilen and Kindsvatter, Lawrence).

1. Decision making about the inservice is a shared responsibility involving those affected as well as those responsible for administering and delivering the program.
2. Programs are directly related to the participants' assignment and needs and are school-based rather than college-based.
3. Participants are actively involved in the inservice activity as co-helpers and/or co-learners rather than as passive recipients of content.
4. Provision is made for adequate released time during the school day, adequate support services, and essential resources.
5. The objectives of the inservice are explicit, known before the program, and evaluated after the program.
6. Inservice activities are planned, continuing features of a comprehensive district-wide staff development program.
7. Opportunities exist for individualization within the program and permit some degree of self-direction and self-initiative.

A final topic addressed in the literature is the funding and financial implications of inservice programs. The current state and federal approaches to funding inservice education are discussed later in this section and in Section IV.

Regardless of where and how inservice programs are offered, money is needed to support the development of offerings, the instruction and incentives which may be granted such as released time or extra pay. In addition, some inservice course work will result in salary increments. Orlich reports, "There are virtually no data which provide reasonably accurate estimates of the money that is invested in staff development. . ." (Orlich, p. 82) He does report findings from two studies which suggest that at present the major burden for financing inservice education rests either on the recipient who pays tuition and fees for college/university courses or the local school district which pays costs for substitute teachers, salary increments, attendance at professional meetings, etc. (Orlich, pp. 83-84)

In discussing funding and leadership of inservice education, Johnson writes:

> Clearly then, one kind of inservice education aims to improve job performance or school program. This kind should be publicly financed.... children and parents are major beneficiaries in the competence of employees is good business practice....much of the current need for it arises from public policy decisions.

She adds:

> There is yet no consensus on sources of financial support. Few argue that any one level should pick up the whole tab. The disagreement occurs on the best mix of local, state, and federal contributions.... The problem of finding an appropriate mix of financial resources is confounded by a lack of solid information on the present mix.... Such confusion underscores the need for leadership in inservice education. A consensus does exist on which level of government should provide leadership -- the state. (Johnson, pp. 37-39)

## Need for Inservice

Continuing education and training are imperatives for all persons who work in this society. Such training is essential to the continuing competence of skilled, professional, semi-skilled and unskilled personnel whether self-employed or employed by business, education, industry, the military, or government. Rosemary Springborn has written:

> Most of American industry has learned that investment in technical and skills training is as important as plant investment. And the reason is clear. It does little good to invest in computers, numerically controlled machines, tools, or other sophisticated devices unless a skilled work force is available to operate and maintain them. (Springborn, p. )

Anthony Schwaller identified several needs which prompt industry and business' investment in inservice. They differ little from those which make inservice essential for school personnel: (1) accommodating the turnover and growth of personnel; (2) responding to change in knowledge and skills required and new knowledge/technology; (3) improving skills and performance of current employees; (4) retraining current personnel as old "jobs" disappear and new "jobs" emerge as product, personnel, and technological changes occur; (5) maintaining worker satisfaction and morale; and (6) achieving, maintaining, and improving quality standards. (Schwaller, pp. 319-322)

Section I of this report presents several reasons for state and national interest in "inservice education." Implicit in the rationale are a number of needs addressed in the literature which was reviewed for purposes of this study. (See references)

1. Federal and state statutes and programs which necessitate and in some cases mandate inservice training (e.g., P. L. 94-142 and state laws related to education of the handicapped; Title IX and state laws related to sex equity; state and federal laws requiring equal educational opportunity for disadvantaged, minority students, and the bilingual students; programs for the gifted, etc.).
2. Current declining enrollments in many school districts--Reassignment of experienced teachers to subject matter fields and grade levels for which they have little recent training will increase. During the next five years it is expected that the school-age population will decline by 2 to 3 percent each year. This, in turn, will lead to reduction-in-force and/or reassignment of similar proportion. Highline, Bellevue, and Seattle School Districts estimate that from 5 to 10 percent of their staff will be reassigned annually during 1981-83. Due to these reductions, many staff will be reassigned to subject areas and grade levels for which they have had little or no recent experiences or training. Employing districts will have to provide inservice for existing staff who need knowledge and skill appropriate to their new assignments. The decline in new hirings will also affect the traditional process used for infusing new instructional ideas and methods (i.e., the employment

for infusing new instructional ideas and methods (i.e., the employment of large numbers of new college graduates).

3. The need to keep personnel updated and abreast of new knowledge, curricular developments and technology--The "micro-electronic revolution" has already had an impact on schools; however, many certificated personnel do not have sufficient understanding of or knowledge about this technology. They are not aware of its potential impact on or use in the classroom and have insufficient training to instruct their pupils about such important technological developments. Curriculum and instructional materials are continually changing and need constant review and revision if they are to be relevant and reflect new knowledge, theory, and techniques. A critical factor affecting the successful implementation of curricular and instructional change is inservice training for those who must plan and implement such changes. (McLaughlin and Marsh) In a dynamic society such as ours certain social issues and new priorities emerge which schools are expected to address and which affect all school personnel. Every teacher, administrator, and specialist must be equipped to deal with these issues and priorities (e.g., multicultural education, students' rights, basic skills, drug education, mainstreaming, legal responsibilities and liabilities of certificated staff, child abuse, etc.).

4. Continuing education and training needs which emanate from and characterize members of all professions--professional personnel in Education are interested in continuing their professional growth as members of any other profession. The nature of their responsibilities requires that they have depth and breadth of knowledge. In addition, in Washington State all teachers must complete 45 quarter hours of college/university education required for continuing certification within seven years after

receipt of the initial teaching certificate. Also, certificated personnel are subject to annual evaluations; inservice experiences may be required or recommended, based on those evaluations.

5. Changing professional goals--Most educators seek advancement and different responsibilities within the education community. In most instances a role change (e.g., from teacher to principal) will require-equire a different certificate and/or degree and mean that the individual must complete a college/university program as well as inservice experiences. (See Margo Johnson's Inservice Education: Priority for the 80's)

## Training in Business Industry, Government, and the Military

The need for inservice training for employees is recognized by business, industry, labor, the military and government, and provisions are made to ensure that training occurs. Resources have been allocated and personnel employed to develop and provide such training.

A recent article in Context, a publication of the DuPont Corporation, quotes sociologist John Sibley Butler as follows:

> In a society based on information, the future belongs to those who are continually stretching their minds and getting up-to-date data.... Right now it looks as if the future may belong to the military... Over the years, everyone has been talking and talking about "continuing education," "education for leadership,"... but the military has been making sure that its leaders are the best informed people around... thousands of officers regularly get master's degrees and Ph.D.'s. (Olaskey, p. 27)

Wojciechowski writes that the Air Force spends approximately 556 million annually for technical training of its airmen; in addition, it is a long-standing Air

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Force policy to "strongly" encourage and provide the means for airmen to attain at least two years of college and an associate degree. (Wojciechowski, pp. 331-332) Information from the American Statistics Index, 1979 indicated that funding required to support the training of military personnel during FY 1980 was approximately $7.6 billion. This figure included pay and allowances for trainers, pay and allowances for personnoel in support of training, operations and maintenance, and training related procurement and construction.

Table 4 presents data concerning the prevalence of training programs in industry.

TABLE 4 - PREVALENCE OF EDUCATION/TRAINING PROGRAM
BY COMPANY SIZE

Percent of Companies Reporting Program

| Company Size | Tuition Aid After Hours | Other Outside Courses | Company Courses After Hours | Company Courses During Hours |
|---|---|---|---|---|
| | % | % | % | % |
| 10,000 employees or more | 97 | 90 | 56 | 96 |
| 5,000 - 9,999 | 95 | 83 | 51 | 96 |
| 2,500 - 4,999 | 91 | 79 | 52 | 91 |
| 1,000 - 2,499 | 94 | 77 | 45 | 86 |
| 500 - 999 | 82 | 66 | 25 | 71 |
| All Companies | 89 | 94 | 39 | 55 |

(Lusterman, pp. 322-323)

Information provided by executives at the Boeing Company in Seattle indicates that the following types of training are offered employees:

1. Continuing Education -- Tuition reimbursement is provided to selected employees who are pursuing baccalaureate or advanced degrees.

2. Paid-time Training -- Training required for employees to function in present positions which may be required because of federal regulations or be needed because of new technology (e.g. computer graphics training).
3. Off-hour Voluntary Training -- Training to enhance the individual; such training is "offered" by the company but not required.
4. Employee Self Development -- Training programs provided for promotional purposes. The incentive is advancement; training is generally a combination of paid-time and continuing education training.
5. Apprenticeship -- These are sponsored/planned jointly by labor and management.

At Boeing, management has the responsibility to determine specific needs for the paid-time training and to develop the training plan/program. Annually, section managers identify training needs and submit proposals to the respective division/section.

Evaluation of Boeing's training is handled at the training level; system-wide evaluation is not conducted. The "test" of training effectiveness is whether employees can perform new skills on the job. Boeing spokesman providing the preceding information estimated that present costs of training are about $85.00 per employee per year.

In the same article from which Table 4 was taken, Schwaller reports:

> Literally millions of employees have participated in industry's education and training programs. Note for example, that 610 firms recently surveyed by the Conference Board in New York, each with 500 or more

> employees among them, spent over $2 billion in 1974-75 on employee education and training. Some 3.7 million employees participated in in-house courses taught during work, and 700,000 employees were enrolled in company courses during non-working hours. In fact, it is estimated that, in total, over $4 billion is spent annually on education and training in the private industrial and business sector across the nation. (Lusterman, p. 322)

The reader is directed to the January 1980 issue of the Phi Delta Kappan for a special report on training programs in business and industry. One article states that the Conference Board, a business research group, has estimated that 45,000 people are employed full-time by corporations to provide education and training. (Luxenberg, p. 314)

Training offered and supported by business, industry, government, and the military is not limited to on-the-job training or technical training for the job. In many instances costs of undergraduate and graduate degree programs are subsidized or delivered directly. McQuigg reports that:

> Four of the largest corporations in America--IBM, Xerox, G.E., and AT&T--now offer bachelor's degrees. The Arthur D. Kittle firm has received authorization to give an MBA in management... Colleges and universities must now compete with educational programs offered by industry. Continuing inability of traditional U.S. educational institutions to respond promptly to changing learning needs may explain better than any other factor the expanding role of corporations and profit-making schools in postsecondary education. (McQuigg, p. 325)

In terms of the resources committed to inservice and participation by employees, the federal government's involvement in training and development is extensive. Virtually, all departments and independent agencies conduct training programs for their own personnel and sometimes for employees of other federal, state, and local government agencies.

Even though a search was done by the Washington State Library, it was impossible to find a reliable and exact source of information about the amount of money spent annually by the U.S. government (excluding the military) for development and training of governmental employees. However, in the mid-1970's it was estimated that the total cost of training programs for federal employees in fiscal year 1971 was in excess of $419,000,000. This figure represented both salary and non-salary expenditures associated with training. (Tracey)

Data were available from the Department of Personnel, Division of Human Resource Development concerning expenditures by Washington State for training of state employees form July 1977-1978. The total "inservice" costs were $293,762.78. As indicated earlier in this subsection, business, industry, the military and government not only recognize the need for and importance of continuing education but provide substantial resources for such training.

## Federal Policies and Programs

Federal support for inservice education for K-12 personnel has existed for many years. However, Smith and Feistritzer note that prior to 1959 almost all federal funding for inservice was included in vocational education acts. The National Defense Education Act of 1958 and the Education Professions Development Act of 1968 provided funds for both inservice (retraining, upgrading, advanced education) and preservice, but funding for inservice far exceeded that for preservice. During the 1960's and 70's a number of new categorical programs emerged which included funds for inservice training of those responsible for implementing the programs. Examples include bilingual education, handicapped programs, alcohol and drug abuse, Indian education, consumer education, career education, and programs for the gifted. Smith and Feistritzer estimate that approximately

$500,000,000 (or 5% of OE's total budget) is directed toward preservice and inservice education of persons serving or preparing to serve in the public and private schools and colleges/universities of this country.
(Smith and Feistritzer, p. 16)

Although the federal government has been involved in inservice education for many years, only in recent years have attempts been made to examine closely the purposes and potentials of inservice training and to coordinate such activities within the Office of Education. In the past, each categorical program has operated quite independently and usually without much consultation among program managers.

In 1973 the U.S. Office of Education initiated a review and study of inservice activity. The Office of Education through the Teacher Corps sponsored a conference focused on "Rethinking In-Service Education." The conference brought together persons from seven states (Washington State was included) representing state education agencies, state units of the NEA, colleges and universities, and local school districts. The major objective of the conference was to reconsider and/or "reconceptualize" the needs, assumptions and issues associated with inservice education. Conference papers and proceedings are presented in Rethinking In-Service Education edited by Roy Edelfeldt.

Shortly thereafter, the Higher Education Act was amended to permit Teacher Corps programs to shift emphasis from preservice to inservice training. In addition, the Teacher Corps initiated and supported the National Council of States on Inservice Education. (Washington State was a charter member of the Council.) The Council meets three or four times each year. It publishes a quarterly newsletter and monographs and sponsors an annual national conference. The Council has become the national organization concerned about inservice; it is a clearinghouse and dissemination center. Perhaps its greatest achievement/contribution has been to facilitate communication and coordination among the member states and between the federal government and individual states.

A significant (and to some controversial) federal action was taken in 1978 when the Office of Education included in Amendments to the Elementary and Secondary Education Act (ESEA) the requirement that each state submit a state plan for the coordination of state and federal funding for preservice and inservice programs, and to develop procedures for coordination of funds and programs where feasible given state prerogatives and jurisdictional responsibilities within states for preservice and inservice education.

The most recent federal action affecting inservice education is represented by the 1980 amendments to the Higher Education Act. The Act continues Teacher Corps and Teacher Center programs; provides grants to schools of education so they can develop inservice programs for K-12 teachers as well as their own faculties; creates a new program to train K-12 teachers to serve the handicapped; and establishes a new section within the Department of Education to coordinate all federal programs with preservice and inservice components.

Currently only two federal programs are specifically dedicated to inservice education: the Teacher Corps and Teacher Center programs authorized by the Higher Education Act. (There are two Teacher Corps and three Teacher Center programs operating in Washington State. Data concerning these programs are presented in Section IV of this report.)

## Inservice Activities in Other States

During this study, questionnaires requesting information about inservice programs, funding, and needs were sent to forty-two member states of the National Council of States on Inservice Education (NCSIE). Twenty-one states responded. The February 1980 NCSIE newsletter Inservice provided additional information about inservice activities in thirty-five member states.

According to the literature and data collected for this study, inservice has become an important topic in a number of states. Some state education agencies are playing major roles in planning, developing, and implementing inservice programs.

All states benefit from federal categorical funding for inservice identified previously in this section such as vocational education, special education, bilingual education, etc. These federal funds are generally administered through the state education agency. In addition, several states (Ohio, Texas, California, Florida, Michigan, North Carolina, Oklahoma) allocate some resources directly for inservice education. In 1979, Florida spent $8 million for teacher inservice. California allocated $675,000 to provide training for 3,278 teachers and administrators at 16 developmental centers around the state during 1979-80; California districts contributed nearly $1 million to that effort. (AASA, p. 56). Legislative appropriations in Michigan and Ohio for the current year are 3.2 million and 2 million respectively. In most of these states, the district, regional service unit, teacher center, or other agency responsible for the inservice programs is required to submit a proposal/plan to the state education agency for its approval prior to release of any state funds for such programs. (NCSIE)

Several states have funded and operate Teacher Centers or similar staff development centers which are separate and apart from the federally funded Teacher Centers. Among states that have had such centers for some time are Connecticut, California, Florida, New York, Texas, and West Virginia.

A few states (Pennsylvania, Colorado, Delaware, and Kansas) have established procedures whereby the state education agency actually reviews every course and/or experience before it is accepted for certificate purposes or to meet state mandated inservice requirements.

The requirement in P.L.95-561 that each state education agency develop and submit a plan for coordination of preservice and inservice funding has prompted all states to review and address inservice education.

The questionnaire sent to NCSIE members and returned by twenty states revealed that:

1. Funding for on-campus degree and certificated related programs and courses in other states seems to be similar to that in Washington State.
2. Among the twenty states responding, ten indicated that they do not provide any funding for off-campus college and university instruction. Three reported funding for off-campus instruction of an unspecified nature. Two indicated that the state provided funding for off-campus vocational programs only. One indicated that state funding is available only for off-campus courses within 30 miles of each college campus, and three respondents did not know whether there was any funding for off-campus instruction. Some specific state approaches are:

(a) Florida has developed a system of local teacher education centers (mostly individual district, some multi-district), governed by council made up of teachers and teacher educators. These centers receive state funding based on the number of students in the district(s). Each teacher center must develop a local "master plan" for inservice training. In addition, the state's institutions of higher education receive approximately $2 million per year to provide inservice programs for local school districts.

(b) Kentucky has a state program in which teachers can participate in either regular college courses or on-site inservice activities reviewed and approved by college faculty members.

(c) In Hawaii, local school district inservice requests are forwarded to the State Department of Education and then to the University of Hawaii. University faculty members consult with local inservice coordinators to develop needed programs. (Note: The Hawaii K-12 education system is organized as a single school district under the jurisdiction of the State Department of Education.)

3. Four of the respondents indicated that there was some state regulation of off-campus instruction. Five respondents indicated that they did now know whether there was any regulation. The others suggested that, in the absence of state funding, there was no provision for regulation. Florida indicated that local need for the inservice was the primary determinant; that is, if a need existed inservice would be provided and subsidized through colleges or universities or the district's teacher center.

4. Respondents identified several problem areas related to inservice. Among the most commonly identified were needs for local and regional planning; specification of objectives; funding; relevance of higher education's offerings; quality control; service to small isolated districts; flexibility; evaluation of inservice effects/outcomes; clarification of the different agencies' responsibilities/roles; training of local inservice coordinators; coordination at all levels; models; involvement and collaboration among unions, districts, regional centers, colleges/universities, and the state agencies; focus on local district and building level needs; and the need to change nonsupportive attitudes of teachers and administrators toward inservice.

5. Respondents identified several content areas which should be addressed: training related to special populations, basic skills, technology, classroom management, curriculum development, and individualized instruction. Both the problem areas and topics identified are similar to those reported by respondents to other questionnaires distributed within Washington State during the course of this study.

6. Eighteen respondents indicated that the demand and need for inservice would increase during the 1980's. The two "no" respondents felt that financial limitations would curtail inservice activity although need for it might increase.

7. Generally, "staff development" activities are delivered by a variety of agencies; whereas, certificate-related "professional development" usually remains the responsibility of colleges and universities.

## Summary and Conclusions, Section III

It is apparent from the preceding information that inservice/continuing education is of increasing interest to educators and the education community. It is also clear that for many years job-related continuing education (related both to improving skills for current assignments and to increasing knowledge and skill required for promotion and advancement) has been accepted as essential for employees in business, industry, government and the military. Substantial resources are allocated by such organizations to education and training.

During the past 25 years, the federal government has become more involved in providing resources to support inservice for K-12 certificated personnel who serve in fields of importance or of interest to the federal government's priorities and thrusts.

In the past few years three state legislatures (Michigan, Florida and Ohio) have appropriated funds for state-wide staff development efforts. A few other states (Texas, West Virginia, Pennsylvania, Maryland, and California) have funded specific staff development projects such as "teacher centers," administrator institutes, development of training modules, etc. New York and Oklahoma have recently passed legislation requiring continuing education/inservice but have not as yet appropriated funds to support activities. However, im most states both state and federal funding for staff development efforts is limited and where it does exist it is restricted to categorical programs. Staff development continues to be supported primarily by the local district or the individual participant.

In addition to funding questions, the review of literature and national activity reveal several other topics/issues which require resolution before funds are sought or inservice programs can be implemented; among these questions are:

1. What is meant by and will be included in "inservice"?
2. Who will be involved in decision making about specific inservice programs?
3. What roles should various agencies within a state (IHE's, districts, regional service centers, professional groups, etc.) play in inservice?
4. How can quality and relevance of inservice be improved? Ensured?
5. What are the outcomes/effects of inservice? Is it cost effective?
6. Why is inservice needed by certificated personnel, and if needed, why shouldn't they pay for it?
7. Where and by what agencies/agents should inservice be delivered?

Perhaps the most important finding/conclusion reached after review of the literature, activity in other states, and interviews with selected national leaders in inservice in education is that: Education is one of the few major institutions in this society which has not developed an overall policy, allocated "categorical" resources, or developed ongoing programs to address the continuing needs for job-related training and staff development of its personnel.

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## SECTION IV

# INSERVICE ACTIVITY IN WASHINGTON STATE

(Findings)

## SECTION IV

## INSERVICE ACTIVITY IN WASHINGTON STATE
(Findings)

This section of the report presents findings related to two of the study's purposes:

1. The status and nature of inservice education programs offered in Washington State.
2. Future needs for inservice.

Overview of Past Activity

For many years the Superintendent and State Board of Education have administered categorical state and federal inservice funds. The resources have been distributed through SPI to local districts and ESD's to support inservice training of personnel associated with vocational education, special education, student learning objectives, the disadvantaged, gifted, migrant, educational equity, basic skills, right-to-read, arts in education, environmental education, nutrition, discipline, counseling and guidance, bilingual education, and many other program areas.

IHE's and districts within Washington State have conducted both Teacher Corps and Teacher Center programs. SPI staff has actively participated in the development, implementation, and, where appropriate, evaluation of those programs. Both Teacher Corps and Teacher Center program are federally funded and focus on inservice education of K-12 personnel within specific school buildings or districts.

SPI also participates in the Washington State Inservice Fund which supports professional organizations that sponsor inservice activities on two "inservice days" each year. Funds for this purposes are voluntarily contributed by interested districts. At present, about one-third of the districts representing 50 percent of the student population contribute to the Inservice Fund. However, only one-fourth of the districts continue to recognize the inservice days in collective bargaining agreements and release certificated staff to participate in the inservice day activities.

The increasing importance of continued training for education employees has been addressed in several ways by SPI and SBE during the past few years. A select Inservice Task Force was appointed in 1976. In response to recommendations of that task force, several actions were taken:

1. The Professional Education Advisory Committee was asked to provide advisory assistance on matters related to inservice and an SPI In-Coordinating Committee was established to facilitate communication and cooperation among SPI programs having inservice components.
2. A definition of inservice was developed: "Inservice shall mean a cooperatively planned program of job-related activities designed to increase the competence of K-12 school employees in the performance of their assigned responsibilities."
3. The Legislature passed the Inservice Training Act of 1977 which placed responsibility with the State Superintendent of Public Instruction to supervise and administer inservice programs for which specific state funds were appropriated.

4. The SBE established rules to allow monies derived from certification fees to be used for inservice programs. The funds are limited (about $100,000 each year) but provide "seed" money for locally identified and developed inservice activities.
5. Inservice committees were established and are operating in each of the nine regional educational service districts.
6. A catalog of school district inservice policies was developed for use by districts in developing policies and programs.

A related activity coordinated by SPI is the legislative mandate for annual evaluation of school personnel. That law requires inservice training if individuals are found to have serious problems/limitations which result in their being placed on probation. Local education agencies are encouraged to link annual evaluations with professional growth activities of all personnel.

SPI staff also serve as liaisons with and provide technical assistance to Teacher Corps and Teacher Center projects.

In response to P.L. 95-561 (ESEA VB), a comprehensive plan for coordinating federal and state funds for preservice and inservice education was developed in 1979-80 and was filed with the U.S. Office of Education. The plan is to be implemented by SPI through an SPI Inservice Coordinating Committee comprised of representatives from all SPI divisions and the Professional Education Advisory Committee, comprised of representatives from the major organizations and agencies having special interest in preservice and inservice education. The superintendent has encouraged coordination of inservice efforts by all agencies. Attempts are being made to capitalize on involvement in national programs and activities to complement/supplement in-state activities.

Many of Washington's school districts (particularly the larger ones) and all educational service districts have been instrumentally involved in arranging for and/or delivering inservice courses and activities for many years. A survey conducted by SPI in 1978 revealed that a number of school districts had established written policies or included items in locally negotiated contracts addressing inservice education. (See SPI's Inservice Policies, Procedures and Programs in Selected Washington School Districts for further detailed information.)

Colleges and universities have also been involved for many years in the delivery of inservice courses. The majority of activity has been degree and/or certificate-related; however, continuing education departments and individual faculty members have designed and offered staff development experiences. In recent years the extend of off-campus offerings by public and private IHE's for both certificate-related and staff development purposes has increased significantly. Although the study did not include a numerical count of various types of inservice training, it is clear that college and university courses have represented the major form of inservice training for K-12 professionals. It should be noted that certificated teachers in Washington must complete 45 hours of post-baccalaureate college or university coursework to become permanently certified.

## State Policies

Commitment by SPI and SBE to the value of and need for inservice education is long-standing. For many years, under provisions of RCW 28A.71.100, all certificated staff were required to attend annual inservice "institutes" held in each county. That statute and RCW 28A.70.110 were amended during the 1960's and 1970's shifting the focus and responsibility for inservice activities to ESD's and local districts.

In 1976, a policy decision was made by the SBE that funds accruing from certification fees should be used to support local district mini-grants for inservice education. The SBE established rules to govern distribution of the certificate fee "fund." Results to date indicate that although money in the "fund" has been minimal, it has provided staff development opportunities for some districts and certificated personnel that would not otherwise have been possible.

The importance of inservice was further emphasized in 1977 when the Legislature enacted the Inservice Training Act. It delegates responsibility for administration of any future state funding for inservice to SPI. Implicit in both the Act and SBE rules relevant to the certification "fund" are some important policies:

1. Each requires that a local committee be established comprised of representatives from special interest groups. The committee collaborates in decision-making about procedures and criteria for projects, their selection and funding.
2. ESD's or districts seeking funds must conduct local needs assessments to determine inservice priorities.
3. Annual reports covering expenditures and outcomes of inservice activities are required.
4. SPI and SBE rules emphasize the need for inservice to be locally designed and relevant to job-related needs.

Although no funds have ever been allocated to assist districts to implement RCW 28A.67.065 which requires annual evaluations of all certificated personnel, there are at least two requirements in the statute which have implications for inservice training and represent implicitly state policy. First, supervisors evaluating teachers and support personnel are required to make recommendations pertaining to additional knowledge and skills that should be developed by the individual being evaluated. Second, if an individual professional is placed on probation, the district is to notify him/her of specific areas of deficiency and suggest a "reasonable program for improvement."

Further examples of state and federal policy related to inservice are reflected in the rules/guidelines followed by SPI in administering a number of categorical programs which include inservice components. In most instances, professional development activities (as defined herein) are delegated to or arranged through colleges and universities. Staff development activities (as defined herein) generally become the responsibility of educational service districts and/or local school districts. In some cases, federal and state rules require that advisory committees be established; statewide/local needs assessments be conducted; and a competitive grant process be used in allocating funds.

The SBE, with the assistance of SPI, is responsible to establish and administer all state requirements pertaining to the certification of K-12 professionals (teachers, administrators, and educational staff associates), including the periodic review and approval of all college and university preparation programs.

State policy concerning the importance of professional development is probably best evidenced by rules which pertain to certification. For over thirty years, certification requirements established by the SBE have required that all teachers yond the baccalaureate to obtain permanent certification. In addition, even though most administrators and specialists are required to complete a graduate degree for initial certification for these rules, they are also required to complete additional post-degree work to obtain permanent (continuing) certification. For many years, maintenance of state vocational certification has required inservice education. Financial support for such training has come from federal resources administered through SPI if relevant to certification of K-12 personnel.

This policy and these requirements are based on the assumption that one has to practice before he/she can identify individual professional strengths and weaknesses as well as "site-specific" needs for continuing education. Under SBE requirements the individual, his/her supervisor, and a college/university advisor work together to develop a planned program for continuing certification. The intent of SBE rules is to recognize and allow for individual differences and needs as well as ensure that an organized plan and process be followed in achieving continuing certification.

Under certification adopted in 1961, each candidate's program was totally individual. Under SBE standards adopted in 1978 more structure has been introduced although the intent remains recognition of individual needs based on the milieu in which the practitioner serves as well as his/her strenghts and weaknesses. All professional education programs in the state must comply with the 1978 standards by June 1983. The major impact on the continuing level training programs should emanate from the following: (1) All K-12 professionals will be required to achieve knowledge and skill in some specified, generic areas relevant to each role (e.g., teacher, school psychologist, principal, etc.). This will result in some common elements across all continuing programs and require more structure than the previous standards. (2) College and university preparation programs are to be developed by "program units" which must include representatives from school district administration and practitioners (representing relevant professional organization and/or collective bargaining units). The "program unit" concept provides further evidence of the SBE's intent to ensure that training programs be relevant to and reflect actual roles and current needs of K-12 certificated personnel. (See Chapters 180-75, 180-78, 180-79, and 180-80 WAC for detailed discussion of SBE rules for program development and approval as well as certification requirements.)

Since the advent of the "salary schedule," state and local disttict policies have recognized and rewarded continuing education of certificated personnel. For many years state apportionment formulas (the basis on which state appropriations are distributed to common schools) have included an "education/training" factor.

Current rules (WAC 392-121-120) refer to the "staff mix table" as "the list of factors to which incremental values have been assigned in order to provide appropriate recognition of certification staff salary costs. . . attributable to the various levels of educational training and years of professional experience." The rules specify clearly the education and training which shall apply for purposes of apportionment and detail the process to be used by local districts in reporting certificated personnel's degree status and training. (See Chapter 392-121 WAC.) Only degrees and credits earned from accredited community colleges, colleges or universities are acceptable. Districts may not include:

1. Credits in excess of degree requirements which were earned prior to awarding or conferring of the degree.
2. Inservice credits awarded by agencies other than accredited colleges or universities.

3. Community college or college or university credits which are not transferable or applicable to bachelor's level degree programs (WAC 392-121-140).

## Characteristics of K-12 Certificated Personnel

The following tables were developed from data provided by SPI and reflect the make-up of the K-12 certificated staff serving in Washington State's common schools during the 1979-80 school year (total staff = 43,424):

### TABLE 5

Certificate by Assignment

| Percent Holding Certificate by Level of Certificate | Provisional/Initial | Standard/ Continuing |
|---|---|---|
| Teacher | 31% | 69% |
| ESA | 33% | 67% |
| Administrators (principals and superintendents) | 53% | 47% |

(Note: ESA's include counselors, school psychologists, nurses, social workers, occupational therapists, physical therapists, communication disorders specialists and reading resource specialists.)

### TABLE 6

Degree and Years of Experience by Assignment

| Degree | Baccalaureate | Masters | Doctorate |
|---|---|---|---|
| Teacher | 73% | 26% | 1% |
| ESA | 36% | 62% | 2% |
| Principal | 11% | 86% | 3% |
| Superintendent | 14% | 66% | 20% |

| Experience | Mean |
|---|---|
| Teacher | 11 |
| ESA | 13 |
| Principal | 18 |
| Superintendent | 19 |

### TABLE 7

### Age, Years of Experience and Degrees of Certificated Staff

|  | Mean | Median | Standard Deviation |
|---|---|---|---|
| Age* | 40.08 | 38.28 | 10.05 |
| Experience** | 11.64 | 10.28 | 8.00 |

|  | Baccalaureate | Masters | Doctorate |
|---|---|---|---|
| % Degree | 65% | 33% | 2% |

The preceding data indicate that a significant majority of certificated personnel have completed all state required training but have a substantial number of years left to serve in the K-12 system. (Median experience is 10.28 years and age is 38.28. Retirement rules affecting most of these personnel require that one complete at least 30 years of service or complete 25 years of service and be 55 years of age.) Figures 1 and 2 on the following page, also reflect the age and experience curve.

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*The "mean" age of certificated staff has held relatively constant since 1975 between 39.6 and 40.1.

**The "mean" years of experience reflect an increase from 10.1 years in 1975 to 11.64 in 1979.

FIGURE 1

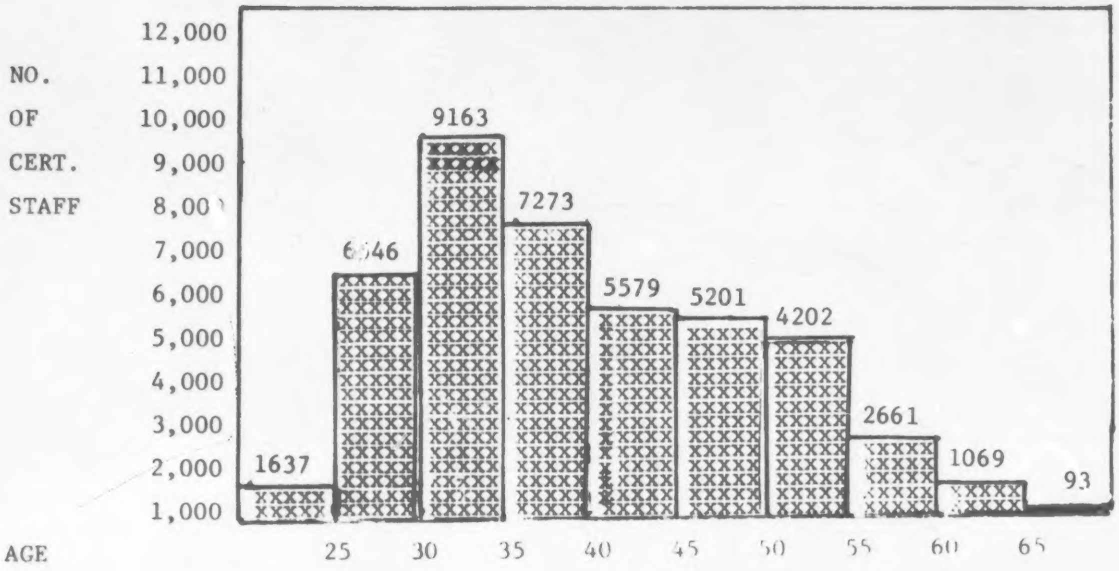
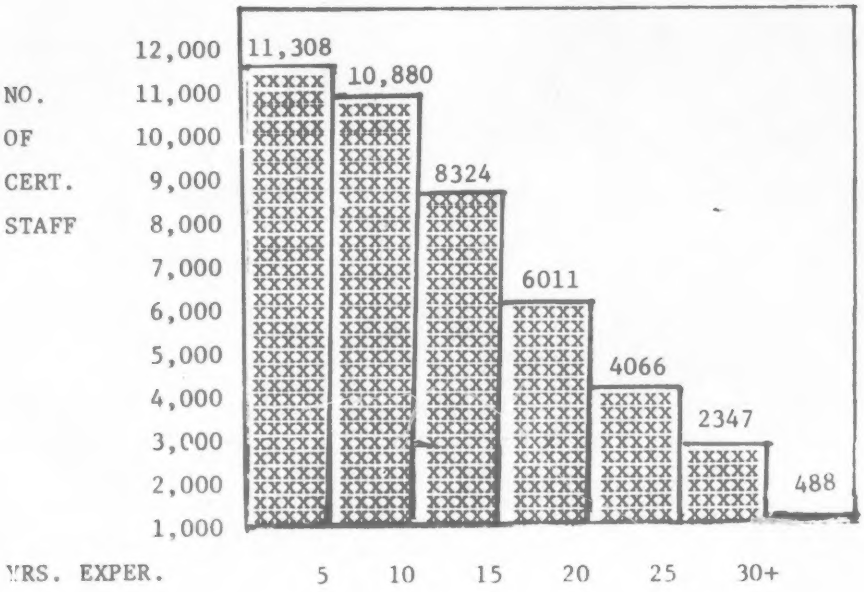


FIGURE 2



The present study did not include a formal assessment of specific inservice training needs in Washington. However, two of the survey questions shed some light on this issue. The 25 district administrators interviewed in connection with the study were asked the following question:

> What do you feel will be the major needs and issues in K-12 educaction during the 1980's? Please do not confine your answer to inservice *per se.*

Similarly, the 15 education deans and directors were asked:

> What do you feel will be the major needs and issues in K-12 education during the 1980's? Please do not confine your answers to needs and issues that traditionally have been addressed through inservice education.

Both of these questions were open ended in nature.

In response to these questions, the school district representatives indentified a total of 48 issues and needs, and the education deans and directors identified a total of 41. The following lists include the issues and needs that were identified by at least three district administrators and/or at least two education deans and directors:

### Issues Needs Identified by at Least Three District Administrators and at Least Two Education Deans and Directors

- Impact of computer technology on education and society
- Education for the handicapped
- Education for the gifted
- School discipline
- Teacher stress and burnout
- Need for retraining/updating of experienced teachers

### Issues/Needs Identified by at Least Three District Administrators

- Need for parent/community involvement

-- Need for increased funding for basic education

-- The demand for accountability in basic education

-- Student learning objectives (teaching by objectives)

-- The need for greater administrative efficiency

-- Impact of potential energy shortages

-- Need for inservice training in individual subject (teaching) areas

## Needs/Issues Identified by at Least Two Education Deans and Directors

-- Use of school aides and volunteers

-- Bilingual education

-- Multi-cultural education

-- More inservice instruction, in general

Although the responses to these two survey questions represent a relatively crude measure of "needs and issued in K-12 education during the 1980's," they do provide some interesting insights. First, there is a wide variety of opinions among district administrators and education deans and directors concerning the priority issues and needs of the 1980's (witness the total numbers of issues and needs identified, as noted above). Clearly, there is a limit to our ability to define educational (or inservice) needs and priorities on a statewide basis. Second, there is some degree of consenus about certain high priority needs (reference first list, above). Third, there are some differences between the priorities articulated by school administrators and those identified by education deans and directors. Fourth, it may well be that not all of the issues and needs confronting K-12 education during the 1980's can be addressed, at least directly, via inservice training. The last point is important, because it helps to place the potential value of inservice training in perspective.

It is the opinion of the study staff that it would be worthwhile to engage in a more specific effort to identify K-12 educational (and inservice) needs and professional educators and non-educators who are involved and interested in education (e.g., parents and school directors). In this regard, it may be worthwhile to draw a distinction between (1) educational needs and priorities, which is basically a public policy matter, and (2) implementation of articulated needs and priorities (via inservice, etc.), which requires knowledge and professional expertise.

## Survey of K-12 Teachers and Principals

Although time did not permit case studies of school districts including indepth interviews with certificate personnel, questionnaires were mailed to a random sample of K-12 teachers and principals. Twenty percent (N=300) of the members of the Association of Washington Principals and two percent (N=600) of the members of the Washington Education Association were contacted by questionnaire. These two organizations represent over 90 percent of the teachers and principals in Washington State. Findings from the questionnaire survey are presented below.

### TEACHERS

The teacher responses were distributed as follows: elementary teachers: fifty percent; high school teachers: twenty-four percent; and junior high/middle school teachers: twenty percent. Ninety percent of the teachers reported that they already held standard/continuing level certification. Eighty percent indicated that they were not working on any additional certification. About twenty-five percent already hold Masters' degrees. The years of experience were: 7-9 years (19%); 10-15 years (26%); 16-21 years (20%); and over 22 years (15%).

Future educational goals were identified as follows: sixty percent replied that they were not interested in Masters' degrees; six percent reported interest in doctorates. Nearly thirty percent reported that they do not have adequate access to college-credit inservice. During the past three years about forty-eight percent of the teachers reported that they had also taken some kind of inservice. Forty-two percent reported they had taken non-college credit-bearing inservice during 1979-80.

Teachers stated that the most important reason for taking college courses was to develop or improve skills and gain knowledge needed in their work; thirty-six percent of the respondents identified "obtaining a salary increase" as the second most important reason. When asked a similar question regarding their motives for taking non-college inservice activities, teachers ranked the importance of these incentives as follows:

1. to develop skills or gain knowledge needed for assignments (79%)
2. to meet a school district requirement (15%)
3. to obtain a salary increase (6%)

Teachers were asked to identify elements of inservice which need improvement. The following table summarizes responses:

TABLE 7A

Factors Related to Inservice Needing Improvement
(Figures represent percentages)

| | MUCH | MODERATE | LITTLE/NONE |
|---|---|---|---|
| (a) Relevance of district-sponsored inservice | 39 | 30 | 32 |
| (b) Quality of district-sponsored inservice | 35 | 34 | 32 |
| (c) Relevance of IHE inservice | 24 | 33 | 43 |
| (d) Quality of IHE inservice | 20 | 32 | 48 |
| (e) Funding for inservice | 47 | 23 | 30 |
| (f) Needs Assessment | 38 | 33 | 30 |
| (g) Local availability | 34 | 24 | 43 |

The Table reveals that almost half of the teachers believe "funding for inservice" is the area needing most improvement; "needs assessment" and "relevance of district-sponsored inservice" were also identified by nearly forty percent of the respondents as needing "much improvement." Areas needing little improvement were quality and relevance of college courses and local availability of inservice training.

## PRINCIPALS

The study staff conducted a mailed survey of 300 school principals and vice principals. Among those surveyed, 202 (67 percent) responded. Among the respondents, 120 (59 percent) hold continuing certificates and 190 (94 percent) hold at least a master's degree. Ninety-two percent of the respondents have more than ten years experience in K-12 education.

Questions pertaining to the inservice activities of the respondents yielded the following data. Approximately half of the respondents took one or more college credit courses during 1979-80. Seventy-five percent of those who took at least one college course paid their own tuition and fees. When asked to rank order the reasons they enrolled in their most recent college credit course, 109 (54 percent) cited "development of skills and knowledge" as their primary motivation. Sixty (30 percent) cited credit toward certification as their primary reason. Salary increases were a minor factor in prompting administrator participation in college credit courses.

One hundred and fifty-six (77 percent) indicated that they had completed one or more non-college credit educational activities during 1979-80. The primary motivation for 69 percent of those who participated in non-credit activities was skill and knowledge development. Fifty-nine (29 percent) of the total respondents indicated that their district provided salary increases for non-credit activities, if approved by the district.

One hundred and fifty-eight (78 percent) of the respondents felt that they had adequate access to college credit courses. When asked to identify the areas of greatest need for inservice training, the respondents emphasized the need for training in the following areas: school discipline and classroom management, updating in individual teaching fields and specializations, human relations, retraining for certificated personnel who are reassigned, and basic skills.

## Agency Roles, Needs and Involvement in Current Inservice Education

Washington's public and private colleges and universities play the major role in the delivery of both professional development and staff development. Therefore, administrators of education departments and of continuing/extension education programs at all public and private institutions having SBE approved professional education programs were interviewed on-site during this study. Some findings are reported below; major discussion of findings appears in Section V and VI of this report.

1. CPE and Legislative guidelines and contracts create constraints and set limits on offerings of each public institution. The CPE off-campu guidelines of most concern are those related to "regionalization" and matriculation in degree or certificate programs. Specific problems identified included:
    a. The public institutions expressed concern that the CPE guidelines limit their ability to respond to both professional development and staff development needs of K-12 personnel, give preference to certain IHE's interfer with the "open market," fail to recognize

historical arrangements between institutions and districts, and overlook the fact that certain institutions do not have the "best" resources in given fields or areas of specialization.

b. ESD's 112, 113 and 114 expressed concern because they are assigned to The Evergreen State College service area and Evergreen does not have an approved teacher education program. Evergreen's current contract with UPS is for preparation of persons for provisional certificates only; they are unable to offer anything which would qualify as professional development as defined in this study. The ESD's are concerned that K-12 personnel in the region will not have access to offerings of a public institution and have only limited access to in-state private IHE's.

c. The regionalization plan does not consider some historical relationships and service areas and has affected the following areas specifically: the Olympia Peninsula, Southwest Washington, the Spokane metropolitan area, the Tri-Cities and Okanogan. Some problems exist in the Tri-Cities area because of the Graduate Center and the number of IHE's currently serving K-12 certificated personnel in that area. The southwest portion of the state is seriously underserved by in-state institutions as is the Olympic Peninsula. The CPE guidelines are not viewed as improving the situation. In the past, Oregon colleges and universities have served Southwest Washington; however, the Registration Act could impose requirements which might limit the service those institutions offer. In addition, current statutes related to certification restrict where Oregon IHE's may deliver Education courses applicable to certification.

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d. Fifty-six of the 81 school districts which responded to a questionnaire were not certain how CPE's off-campus guidelines would affect access and/or participation since they were unaware of the guidelines. Other voiced concerns similar to those presented in "a" above.

2. Generally, private colleges and universities accept the CPE's regionalization plan and off-campus guidelines. However, they are not subject to the provisions except on a voluntary basis.

The role of school districts in inservice often varies with size and location. At present there are 300 operating school districts in Washington State. Information concerning district size is presented in Table 8. Approximately 85 percent of the student population is in 86 school districts having enrollments of over 2,000 pupils each.

TABLE 8

Number of Districts by Student Enrollment

| FTE Enrollment | Number of Districts by Size | Number of Districts by Size Responding to Questionnaire |
|---|---|---|
| 10,000 + | 20 | 4 |
| 3,000 - 10,000 | 43 | 11 |
| 1,000 - 3,000 | 68 | 17 |
| 600 - 1,000 | 37 | 13 |
| 300 - 600 | 45 | 21 |
| 1 - 300 | 87 | 15 |
| | 300 | 81 |

During the study, on-site interviews were planned for three districts (a small, medium and large district) in each of the nine ESD's; however, one district was not visited because of closure after Mr. St. Helen's eruption. A staff member responsibile for inservice in Seattle School District was also interviewed. In addition, questionnaires were mailed to 100 randomly selected school districts; 81 replied (see Table 8) and provided usable data included in this report. Data and information collected from interviews and questionnaires follow:

1. Almost all districts indicated that degree and certificate-related activities are the resonsibility of the individual and a college or university.
2. Many districts are dissatisfied that currently the state recognizes only college/university credit for apportionment purposes. Districts suggested that:
    a. The state consider a system to support district-sponsored "credit."
    b. The Inservice Training Act of 1977 be funded.
    c. ESD's and/or ESD Inservice Committees be strengthened (i.e., more regional cooperation, more cooperation among small LEA's).
    d. The Basic Education support include a factor for staff development.
    e. More building-level activities be encouraged.
    f. More information about other LEA models for staff development be disseminated.
    g. Rural, remote areas need more access to professional development and staff development.
    h. The staff contracted school year be extended to include time for staff development activities.
3. The availability of and access to both professional development and staff development are severe problems for certificated personnel in small districts and rural/remote areas. The problem is often aggravated by lack of substitutes, travel costs, small enrollments, limited district funds to support, FTE limits/enrollment requirements placed on IHE's, and lack of district of staff interest.

4. There is a general feeling that colleges and universities are not meeting the staff development needs of districts. Districts would like IHE's to develop offerings based on and responsive to actual district needs rather than deliver "campus" courses.

5. A few large districts continue to administer a system of district/professional credit as well as college/university credit offerings. These programs are, however, being phased out since state apportionment is now based only on credit earned from accredited community colleges, colleges and universities. In addition, levy lid has limited the amount of local money which a district can raise to support staff development or apply to salary schedules.

6. Districts report policies for granting salary increments which are consistent with state rules set forth in Chapter 392-121 WAC.

7. Few districts, even ones which have developed fairly elaborate systems of staff development, have clearly defined what inservice is; it often includes academic coursework, curriculum planning, personal courses, district-sponsored courses and workshops, educational travel, educational leaves, attendance at professional meetings.

8. Coordination between districts for staff development or professional development purposes in minimal; however, in some ESD's coordination between the ESD and the districts is well developed (e.g., ESD 112).

9. In general, unless geography introduces a problem which it does in several areas of the state, the metropolitan and suburban areas of the state have adequate access to degree and certificate programs and courses; exceptions in Southwest Washington, the Olympic Peninsula, Okanogan and Northeast Washington have been mentioned previously.

10. The major needs for inservice identified by districts were for "staff updating," retraining and assisting teachers to work with basic skills and special student populations; training administrators about bargaining, staff development and management; and providing all with help in discipline and school climate.

11. Districts suggested the following improvements/changes in inservice would assist them to respond to students' needs:

    a. Adequate time for inservice
    b. Recognition of need for inservice
    c. Use of clinical supervision model in inservice
    d. Delivery agents responsiveness to specific, practical needs
    e. Accessibility to small districts
    f. Limit state control
    g. Establish process for determining if credits awarded and amount
    h. Better needs assessment
    i. Coordination

12. Regardless of size, districts reported that salary for college credit is the major incentive for certificated staff. It is followed by released time. Other insentives mentioned but not highly rated were overtime pay, sabbaticals, leaves without pay. Personal improvement holds a neutral position as an incentive.

13. Few districts reported any special arrangement with colleges and universities relative to staff development. A few have forman arrangements related to preservice, certificate-related programs (e.g., student teaching contracts).

14. Districts generally rely on both public and private IHE's in the immediate area to serve their staff development needs. Location is of major importance. The majority of districts responding to the question-

naire indicated that geographical access is more important than tuition in determining whether persons elect public or private IHE's for staff development.

15. Formal, written policies concerning inservice do not seem to be a function of size _per se_; about one-third of the districts responding to the questionnaire report such policies.

16. The amount of money spent on inservice education and staffing for inservice by districts appears to be a function of district size. Generally, districts with enrollments below 1,000 reported only minimal expenditures (less than $5,000/year). On the other hand, districts with enrollments over 10,000 reported expenditures of at least $25,000 - $50,000. In all districts surveyed with enrollments in excess of 3,000 pupils, some one was specifically assigned "inservice" responsibility; in districts with enrollments less than 3,000, 40 percent reported that responsibility was assigned to no one.

17. If "inservice" is defined as broadly as possible (including leaves, sabbaticals, released time, etc.), almost all districts' bargaining agreements include relevant items. The most common items addressed in agreements are released time and salary increments.

18. "Funding" for staff development was identified by over 90 percent of the districts as the significant problem area.

19. Generally, districts in Washington State look to in-state IHE's (public and private) to offer staff development. The two exceptions occur when a specific topic is to be addressed or when geography makes it easier/more efficient to work with an out-of-state IHE in the latter instance and consultants in the former.

20. Data from interviews and questionnaires indicate that 80 percent of the school districts responding were not aware of the CPR off-campus guidelines prior to the Joint Study; 65 percent were not aware of the regionalization plan; and 70 percent do not know how the CPE guidelines will impact the delivery of college/university courses to their districts. Twenty-one percent of district respondents thought the CPE guidelines would not impact their professional development or staff development; nine percent thought they would limit access and availability.

21. Formal needs assessment procedures for identifying inservice needs are conducted by a minority of the districts surveyed and appear to be a function of size. ONly 37 percent of the districts surveyed (interviews and questionnaires) conducted such assessments; however, some districts (32 percent) indicated that they rely on the ESD's periodic, formal needs assessment.

22. Quality control was of concern to districts; however, 31 percent have no procedure to control quality. Several procedures are used by districts to evaluate quality including (a) review of written proposals and syllabi, (b) review and interviews with references, (c) participant evaluations, (d) screening by a district representative committee, and (e) consultation with ESD personnel for recommendations and reference checks.

23. Regardless of district size/geographic location (with few exceptions), the district administrators responding to interviews and questionnaires reported that salary increments and released time were the most effective incentives.

Educational Service Districts. There are nine educational service districts in Washington with statutory responsibility for providing certain support services to the state's 300 school districts. These services include curriculum development, staff development, data processing, school finance and instructional media libraries. The ESD's are playing an increasingly important role in inservice. They are especially important for small school districts with limited resources. ESD's have been very involved in facilitating local access to and availability of inservice. Several ESD's are viewed by districts as providing essential coordination, leadership and resources for inservice programs.

The survey of ESD's and school districts in connection with the present study prompts the following observations concerning the inservice role of ESD's":

1. Smaller school districts tend to view the ESD's as important resources for inservice needs assessment, program development and delivery, and information dissemination. The larger school districts appear to rely less on ESD's for inservice-related activities.
2. Each ESD is responsible for administering funds that are allocated for inservice. The major source of these funds is the certification fees that K-12 professionals pay to the state when they apply for a certificate. Fifty percent of the total fees are allocated for inservice and the other fifty percent (administered by SPI) are earmarked to support improvements in preservice programs at colleges and universities. The inservice fees administered by the ESD's are allocated to school district inservice projects.
3. Each ESD has an inservice training committee, consisting of teachers, district and school administrators and community representatives. The major responsibilities of these committees are to review and approve inservice project proposals for funding by the ESD and to advise the ESD on other inservice activities.

4. The ESD curriculum and staff development sections also provide some inservice training, frequently utilizing their own staff as instructors.
5. Most of the ESD's also conduct inservice needs assessments, typically consisting of mailed surveys to teachers and administrators listing potential inservice courses and/or topics.
6. Although the ESD's disseminate information about college and university programs, their primary orientation is toward supporting the "staff development" needs of school districts, rather than the professional development needs of individual professionals.
7. ESD's voiced the most concern about the CPE's regionalization plan. They believe it will interfere with their efforts to arrange for the best inservice education.

Certificated personnel in some districts are served by Teacher Corps and Teacher Center programs. These programs are funded by the federal government under provisions of the Higher Education Act (PL 94-482) and are established in the following districts in Washington State:

Western Washington University-Arlington Teacher Corps
Washington State University-Pasco Teacher Corps
Palouse Teacher Center (Whitman County School Districts)
Spokane Teacher Center (Spokane School District)
Cowlitz Teacher Center (Kelso and Longview School Districts)

Questionnaire were sent to all five projects; response were received from each and are summarized below:

1. Projects reported the following kinds of inservice activities using this study's original definitions (see Section 1, p. 5-6 for definitions):

| | Cowlitz | Palouse | Spokane | WWU Arlington | WSU Pasco |
|---|---|---|---|---|---|
| Staff Development | 80% | 10% | 5% | 25% | 60% |
| Certificate-Related | 0% | 30% | 5% | 25% | 30% |
| Employee-Elected | 20% | 60% | 90% | 50% | 10% |

2. The major inservice needs addressed by the five projects during 1979-80 were:

| WWU Arlington | Cowlitz | Spokane | Palouse | WSU Pasco |
|---|---|---|---|---|
| 1. Improved Climate | 1. Gifted Education | 1. Stress Management | 1. Motivation (Classroom Management | 1. Community Relations |
| 2. Alternative Schooling for Non-Motivated Students | 2. New Teaching Strategies | 2. Refugee Students | 2. Gifted Education in Rural Schools | 2. Multi-Cultural Education |
| 3. Gifted/ Talented Students | 3. Discipline | 3. Learning Styles | 3. Slow Learner (Mainstreaming | 3. Subject Matter Orientation |

3. The strategies (delivery systems) used to address these needs varied among on-site workshops, seminars, released time and teacher-designed mini-courses.

4. All five projects have active policy boards which provide overall guidance and direction. Three of the policy boards consist of teachers, administrators and higher education representatives. The WSU-Pasco board does not include teacher (K-12) representation and the Cowlitz board does not include a higher education representative. The two Teacher Corps projects have community representation on their boards.

5. All projects use college credit as an incentive for some of their offerings. The Teacher Corps projects have systems of local/district (Arlington and Pasco) professional credit. Only the three Teacher Center projects use released time. Two of the projects have offered inservice courses directly related to certification. Other incentives include paying teachers as consultants. Four of the projects have also assisted (either directly or indirectly) K-12 staff to obtain specific certificates and degrees.

6. When asked to describe the roles colleges/universities have in the projects, four of the projects described a significant level of involvement in policy making, program planning, implementation and evaluation. The Cowlitz Center uses colleges only in program implementation/delivery. A number of the projects make use of adjunct faculty appointments as well as regular faculty. The following colleges/universities have sponsored credit courses in one or more of the projects: WWU, WSU, SPU, EWU, Portland State and Whitworth.

7. All of the projects include procedures for needs assessments, quality control and evaluation of offerings.

8. The inservice programs in all five projects have been influenced by a variety of federal and state legislation, mandates and policies, such as PL 94-142 (Special Education), refugee education, gifted education and teacher education certification and approval standards.

9. Two projects felt CPE's off-campus plan will have an impact on access to college credit courses in their geographical area and three were uncertain. Generally, concern was expressed about the narrow definition of program-related (degrees and certificates). One project director expressed this concern as follows:

> Our (the University's) major thrust is to demonstrate ways the University can assist schools in their efforts to resolve critical problems of pupils. We think this is the most important job Schools of Education can attempt. We think this should be the major concern of the state and taxpayers.

10. Recommendations for improving inservice were:

    a. Needs Assessment: Improved regular procedures and instruments are needed.

    b. Design and Delivery of Programs: Should be done cooperatively; needs to be conducted at school sites; should be based on pupil (K-12) needs.

    c. Coordination: ESD's should take greater leadership role; improved communication; increased collaboration among agencies; greater sharing of materials and resources.

    d. Incentives: Shared-power; personal satisfaction; pay for work beyond contract day; compensatory time; released time; college credit; consultant pay for teachers; district/professional credit are among suggestions.

    e. Funding: School districts should fund job-related training; public colleges/universities should be funded to work with local districts; federal government should fund special exemplary projects; continue ESD certification fee grants.

SPI Program Managers are also involved in inservice activities since they administer categorical programs which often include funds for inservice training. Questionnaires were sent to 45 program managers and usable responses were received from 40 of them. Results are summarized below:

1. Almost all inservice activity carried out in 1979-80 and reported would fall within the "staff development" category. (Vocational Education activities applicable to certificate renewal would be the exception.
2. During the 1979-80, SPI delivered some staff development directly or in combination with agencies: ESD's, colleges/universities, professional organizations and districts.
3. Twenty-two respondents reported that the focus of their inservice activity was related to section or division thrusts or directed toward common school compliance with state or federal rules and law.
4. From 10 to 1,400 persons were served by the inservice activities of the respective managers. The major participants were district/ESD administrators and supervisors responsible for further dissemination and staff development with local staff.
5. Inservice activities were generally offered in local districts or ESD's.
6. Only 24 managers responded to the question concerning the use of college/university credit. Of those, thirteen indicated that in some instances college credit was possible; eleven indicated it was not.
7. The source of funding for inservice programs was varied. However, federal funds appeared to be the major source. Some state funds supported activities in categorical areas. Additional sources of funding mentioned were participants, local districts, ESD's and colleges/universities.
8. Eighteen of the program managers reported that they conduct formal needs assessments annually. Responses reveal that some type of informal needs assessment was used by almost all program managers.

9. Quality control of activities is exercised by selecting state and nationally known authorities, on-site follow-up subsequent to inservice, written evaluations and recommendations from advisory groups.
10. Twenty-three respondents indicated that inservice was essential to or required for implementation of the program which they managed.
11. Only five respondents indicated that current inservice activities in the state are responsive to or sufficient for the needs of K-12 personnel in the respective program areas.
12. Public and private colleges/universities within the state are perceived to be providing the following: resource personnel with expertise, credit-bearing courses, dissemination of program-related information.
13. In some cases inservice offerings had some impact on either the participant's salary, certification status, assignment, employment status, or advancement.
14. SPI program managers tended to list their own areas/disciplines as those where needs currently exist and will exist during the 1950's. The preponderance of responses reflect needs reported in other questionnaires and at both state and national levels: the needs of special populations (Indian, Indo-Chinese, handicapped, bilingual); in special fields (reading, basic skills); and social issues (sex equity).
15. The following were commonly identified as concerns associated with inservice: irrelevant offerings; limited funding; logistics, scheduling and locations which ensure maximum participation and benefits; identifying relevant materials; serving rural areas; and identifying needs accurately.

16. Program managers rank-ordered the roles/responsibilities that SPI should have in staff development from most to least as: Coordinate, fund, sponsor but not conduct; "broker," conduct, develop and package, disseminate, evaluate, demonstrate and monitor.

17. Most SPI program managers felt that the "regionalization" plan would limit access by K-12 personnel in some areas to the *best* staff development relevant to their respective fields. They registered strong feelings epitomized by the following quotation from one questionnaire.

> It is detrimental to assume faculty at . . . equate with those at . . . Each has unique competence, and exchange of faculty experience over the state is preferable; if there is a buyer let there by a sale! Not all are equally competent either. The policy is dysfunctional and disruptive, in no way helpful . . . This policy will be a very great deterrent to bringing the best people available to inservice activities.

18. Similarly, program managers felt that CPE's policy to fund only complete program and degree offerings is inappropriate; they believe the greatest need is for courses beyond degrees and certificates since the majority of certificated personnel hold continuing certificates and the degrees they intend to hold. One respondent stated, "I think this will be a problem (referring to CPE policy). Our staff in this state is growing old together . . . We need individual courses and not total programs."

19. The majority of SPI managers responding also felt that if staff development courses were to be wholly self-sustaining (thereby costing more), K-12 personnel would not participate in staff development to the extent they have in the past.

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During this study, questionnaires were mailed to the executive officers of thirty statewide professional organizations including the Washington Education Association, Washington Federation of Teachers, Association of Washington School Principals, Washington State School Directors' Association, and Washington Association of School Psychologists. Usable responses were received fourteeen organizations.*

1. All respondents identified professional growth of members as a primary objective of the organization. Participation in programs offered was optional with one exception, the Washington Vocational Association (WVA). That organization perceives activities it sponsors to be required since participation is applicable to vocational certification renewal requirements.
2. Two specialist organizations (nurses and physical therapists) are required to hold licenses in Washington State in addition to certificates and must complete continuing education requirements to maintain such licenses.
3. During 1979-80, only three of the respondents arranged for inservice activities that carry college/university credit. Basically all of the organizations arrange for, conduct, sponsor and fund (from dues, registration fees, grants from the ESD certification fee inservice fund, and/or the Washington Inservice Education Fund) their own staff development workshops and professional meetings. The responding organizations indicated that the most important incentives for their members were released time and payment by the district or other agency of registration fees; the least important were extra pay and salary advancement.

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* A list of organizations which responded is contained in Appendix B.

4. When asked to identify what they perceived to be the future role of colleges and universities relative to their members inservice needs, responses ranged from little interest in college/university courses to need for much more professional and staff development.

5. The organizations stated that an important need is to minimize duplication and competition and promote cooperation with colleges/universities. Executive officers of the organizations indicated that their members were interested in the following professional development activities: the program administrator certificate which is a new certificate in Washington State, graduate degrees, and, among vocational educators, certificate renewal.

6. Seven of the fourteen respondents felt that the CPE plan for regionalization would impact access by their membership to credit courses offered by public institutions. The funding and matriculation policies did not seem to concern the organizations which responded.

In addition to the agencies identified above, there are a variety of other individuals, institutions and agencies involved in inservice training for K-12 personnel. Among such "actors" are private consultants; Oregon colleges/universities (particularly in Southwest Washington); extensions of colleges/universities with home campuses in several other states (e.g., Brigham Young USC, Antioch); the Northwest and Far West Regional Educational Laboratories; and many others. Publishing companies provide workshops for staff.

Incentives. The matter of incentives--intrinsic or extrinsic rewards for participating in inservice education--is addressed in a majority of publications dealing with inservice education. Most recently Yarger, et al.

reported results of a national study which indicated that teachers identified "improving their teaching ability" as the most common reason for participating in inservice.

The study also reported that "several time-honored inducements were not seen as powerful motivational factors by teachers" (e.g., salary increments, degree programs and released time). (Yarger, Howey, Joyce, p. 17.)

A considerable amount of time was spent during this study discussing incentives; all questionnaires included items related to the issue. Some of the findings have been reported previously in this section; general findings are summarized below:

1. In Washington State, college/university administrators, ESD and school district administrators, and professional association executive officers perceive college credit and salary increments to be important extrinsic incentives for inservice education. As noted earlier, state policy as set forth in rule recognizes and rewards additional education.
2. One of more of the following additional extrinsic incentives may be offered by some districts: leaves without pay, sabbatical leaves with a proportional payment of salary, "overtime" pay/stipends, tuition reimbursement if credit earned is not applied to the salary schedule, and released time during the regular work day to participate in workshops or attend professional meetings having staff development objectives. Although most districts have leave without pay policies, a minority of those interviewed or surveyed have sabbatical policies (usually the larger districts). Released time is a common incentive regardless of district size, although the number of days available is ordinarily very limited. In most instances, these incentives are contained in district collective bargaining agreements.

3. A majority of districts surveyed reported that they expend funds and arrange inservice activities for their certificated personnel. The extent of expenditures and activities seems to vary by district size.

4. A few districts reported comprehensive, district-wide inservice programs for all staff such as ITIP* (Spokane, North Thurston, Davenport, Edmonds and Vancouver are among districts that have adopted ITIP) which address specific classroom instructional needs/strategies.

5. Present funding arrangements and incentives do not address the needs of certificated staff who are at or near the top of the salary schedule. Non-credit bearing offerings are minimal because districts do not have the resources to offer staff development programs and colleges/universities are limited to offering credit-bearing courses. This presents a dilemma for all involved and has prompted some districts to enter into special arrangements with colleges and universities for credit-bearing staff development activities.

6. Data are reported on pp. ? concerning K-12 teachers and principals' inservice needs and rankings of incentives.

Funding of Inservice Education

At present the only "state" funds earmarked specifically for inservice education are those which accrue from certification fees. As noted elsewhere, the ESD's are assigned responsibility for administering these funds which amount to approximately $100,000 per year.

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* Instructional Theory into Practice

SPI has submitted budget requests to implement the Inservice Training Act during the last three legislative sessions; however, no appropriation has been made.

The budgets of most school districts and ESD's include some local funds for staff development. However, these funds and programs have been declining since limits have been placed on local levies. Although credit and degree status affects apportionment, non-credit staff development activities are not recognized for purposes of apportionment nor is any categorical funding distributed to school districts for such purposes or part of the apportionment formula.

As noted elsewhere, there are a number of federally supported categorical programs which include funds for inservice. These funds average about $500,000 annually. In addition, certificated staff in a few districts benefit from the federally funded Teacher Corps and Teacher Center Programs. A few state categorical programs also include funds which may be used for inservice.

Another form of state support for inservice training is the "instructional formula," which provides state support for the off-campus instructional activities of the public colleges and universities, based on the number of student credit hours generated. Orlich (1980, page 83) suggest that school personnel pay most of the costs of inservice training via tuition charges. While total "student" expenditures for inservice training (tuition, fees, textbooks, travel, etc.) clearly represent a major contribution to the total costs of inservice training, the data available suggest that, at least in the case of off-campus education courses delivered by Washington's public universities, students pay approximately one-third of the total cost. It is estimated that the instructional appropriations formula provided approximately 41,901,200 for state-supported (011) off-campus courses in the field of education between Fall 1979-Spring 1980.

State allocations to school districts are based, in part, on the experience levels and degree/credit levels of district staff. According to SPI, approximately $3,000,000 of the total apportionment to school districts in 1979-80 was due to increased degree/credit levels of K-12 certificated personnel.

Detailed information about school district expenditures for inservice training was not collected for purposes of this study. The only data available are survey responses from school district administrators who were asked to estimate annual expenditures for inservice training (excluding the salaries of administrative staff who are assigned responsibility for inservice for inservice training). Among 63 respondents to the school district survey, 79 percent reported that their districts spent between $0 - $5,000 per year on inservice training. A few of the larger districts spend in excess of $100,000 per year on inservice. Perhaps the most useful finding is that the majority of districts have little money available for inservice programs.

Funding is one of the major concerns of most constituencies interested and involved in inservice training. The Superintendent of Public Instruction has submitted budget requests to implement the Inservice Training Act during the last three legislative sessions; however, no appropriation has been made.

Quality Control. Concerns about quality control and relevance of off-campus offerings to both professional development and staff development have been voiced by some school directors, colleges and universities, school districts and ESD's. Consensus exists that criteria are needed to assist those arranging for staff development to determine the quality of content, qualifications of instructors and relevance of the offering. All credit-bearing professional development or staff development whether offered on-campus or off-campus should meet similar quality control criteria. All professional development coursework taken off-campus for purposes of certification should meet standards established by the State Board of Education in May 1980. Quality Control is discussed at length in Section V of this report.

### Summary and Conclusions, Section IV

For many years, policies of the SPI and SBE have recognized the importance of inservice education (professional development and staff development), although no state funds have been appropriated by the Legislature dedicated specifically to either professional development or staff development.

During the past five years, the SPI and SBE have become increasingly interested in inservice education for K-12 certificated personnel. This interest is reflected in SPI's budget requests to three sessions of the Legislature to fund the Inservice Training Act of 1977, SBE's rules which authorize certification fees to be used for inservice training, and SBE's revision and strengthening of certification requirements for continuing level certification.

During the past ten years, the amount of off-campus professional development and staff development offerings of the public and private IHE's has increased considerably, responding to local district, certificated personnel, and ESD needs/requests. In recent years the extensive off-campus offerings of the public colleges and universities have come under review by CPE.

Although most districts and ESD's have been instrumentally involved in inservice activities for a number of years, many of the districts (particularly smaller districts) have not established written policies, formal needs assessment, quality control mechanisms, or definitions of "inservice."

Numerous entities other than colleges and universities have been involved in delivery of inservice in Washington State, including the local districts themselves, consultants, higher education faculty under special contract, publishing companies, SPI program specialists directly or by contracting consultants, ESD's directly or by contracting with consultants, private entrepeneurs and professional associations. Although most of the non-college/university staff development has been non-credit-bearing, in a few instances credit has been arranged through a college/university. In the past, many of the large districts offered local "inservice" credit; however, this approach is changing since state rules now only recognize credit from accredited colleges and universities (including community colleges) for apportionment purposes.

K-12 Certificate Staff Characteristics. The characteristics (age, experience, certificate and degree status) of K-12 certificated personnel have implications for inservice needs and funding. Data from SPI for the 1979-80 year reveal the following:

- A significant majority of certificated staff (69% of the teachers and 67% of ESA's) have completed all certificate and degree-related requirements and hold permanent certification in Washington State.
- Fifty percent of the total certificated staff have at least 10.28 years of experience. (At present, 13 years is the maximum experience recognized for purposes of salary advancement.)

- The main age of all certificated staff is 40.08 (this has held relatively constant for over five years), and the median age is 38.28.
- Sixty-five percent of the total certificated staff hold only baccalaureate degrees.

These data lead to the following possible conclusions: (1) Certificated staff will need, be required, or seek to continue their education to remain current and competent in their assignments since most have considerable years left to serve before retirement even though they hold permanent certification. (2) Salary advancement will continue to be an incentive for certificated personnel who have less than 13 years of experience and have not reached the "top" of the salary schedule on that dimension. Data concerning the numbers of certificated staff who have reached the "top" of the salary schedule in terms of training (credit hours) are not included; however, a substantial number of certificated personnel (65%) hold only baccalaureate degrees (among teachers 73%) which would seem to indicate that an advanced degree per se is not an important incentive even though most salary schedules award salary advancements for such degrees. A further implication of the degree is that in the future, members from the baccalaureate "pool" may seek additional degrees to change roles and assignments (ESA's and administrators).

Inservice Needs. The need for professional development will remain relatively constant during the decade; however, significant increases have occurred and will continue for staff development. This is recognized by all agencies contacted at both the state and national levels. The schools are being assigned a myriad of responsibilities and certificated personnel need training and retraining to meet these challenges and mandates. The knowledges and skills needed by K-12 certificated personnel will require access to both credit-bearing and non-credit-bearing staff development.

Agency Roles. Consensus exists among all agencies and groups surveyed by interview and questionnaire about the following:

- Colleges and universities should and will continue to play the major role in professional development.
- IHE's could/should play an important role in staff development whether credit-bearing or non-credit-bearing and whether offered on or off-campus; however, current constraints (e.g., CPE guidelines, state formulas for funding, enrollment lids/contracts, traditional faculty rewards, etc.) make it almost impossible for public IHE's to fulfill their staff development potential, be responsive to district staff development needs, and contribute in the staff development arena except as individual faculty members may contract with districts, ESD's, etc.
- ESD's are playing an increasingly important role in coordinating, facilitating, delivering/disseminating, assessing needs, and evaluating staff development offerings (particularly for districts with limited enrollments and in more geographically isolated areas). However, the CPE guidelines relative to regionalization and matriculation are seen by all ESD's as an obstacle to district and individual's access to staff development offerings (the kind/content and/or quality).
- School districts recognize the importance of an need for inservice education and make provisions for it as local funding will permit. As noted elsewhere, if the most general definition is used for "inservice," all districts offer something, however limited, which could qualify and which is intended to increase the certificated staff member's job-

related knowledge or skill. However, under current rules, apportionment of state funds to school districts does not include any support for professional development or staff development. Since school districts are also limited as to funds they can raise through local levies, resources which were once derived at the local level are declining. In addition, only credit from accredited IHE's can be used as the basis for apportionment. These factors have caused many districts to curtail previous staff development programs. In addition, individuals and districts seeking staff development offerings look to colleges and universities and credit-bearing courses since they are required for purposes of apportionment. CPE guidelines related to matriculation and enrollment could impact seriously the districts' ability to provide for staff development (credit-bearing) at the local level. (It is possible that enrollment contracts imposed on the public IHE's could also limit K-12 certificated personnel's access to both off-campus and on-campus staff development offerings in some instances; e.g., University of Washington.)

- Because SPI administers a number of state and federal programs which have inservice components, SPI program managers will continue to play an important role in coordinating and facilitating inservice activities (primarily staff development) in specific discipline and categorical areas. These staff development activities are generally non-credit-bearing and often do not involve IHE's; however, some in the areas of vocational and special education are both credit-bearing and certificate-related. Regardless of the credit-bearing nature of the staff development activities, SPI program managers indicated that the CPE regionalization plan (about which most of them knew little) and policies related to matriculation and enrollments could limit access by K-12 personnel to the most qualified IHE faculty in a given discipline and failure to consider the needs which permanently certificated personnel have for "courses" rather than programs.

- Fourteen organizations (teacher unions were not among respondents) completed questionnaires during the study. They were more concerned about the CPE regionalization plan than about other elements in the CPE off-campus guidelines. The organizations surveyed reported that their members have staff development needs, the organizations sponsor statewide meetings and some workshops using membership fees and registration charges, but most inservice is the responsibility of the individual organization member.
- Two Teacher Corps and three Teacher Center directors who completed questionnaires reported that colleges and universities play important roles in their projects. In all five, some off-campus, credit-bearing courses are offered; in the two Teacher Corps projects, off-campus professional development courses are offered. Two project directors felt that the CPE guidelines will directly affect access to credit-bearing courses in their geographical area; three were uncertain of the impact on either staff development or professional development. One project director voiced concern that the thrust of these projects is to increase the responsiveness of IHE's to local district/personnel needs and increase the relevance and job-relatedness of IHE's offerings. The impact of CPE guidelines set forth in CPE Reports 79-5 and 80-4 is viewed as somewhat the opposite, unresponsive to current needs for relevant, site and assignment-specific staff development offerings.

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Review of the preceding leads to the following summary findings:

Consensus exists among school districts, ESD's, SPI program managers, special project directors and special interest groups that responded to questionnaires and interviews that a tremendous need exists for off-campus, assignment-based staff development. The respondent districts, ESD's, SPI program managers, project directors and special interest groups having knowledge about the CPE guidelines believe that the regionalization, matriculation and enrollment provisions will limit access to off-campus staff development offerings. A significant number of school districts, ESD's, SPI program managers and persons/organizations with special interest in staff development and professional development were not apprised of or aware of the CPE off-campus guidelines prior to this study and are not certain how extensively the CPE guidelines will impact access to either professional or staff development.

# SECTION V

# THE ROLE OF WASHINGTON'S COLLEGES AND UNIVERSITIES IN INSERVICE TRAINING

## SECTION V

## THE ROLE OF WASHINGTON'S COLLEGES AND UNIVERSITIES IN INSERVICE TRAINING

Traditionally, colleges and universities, both in Washington and nationally, have been the major actors in the delivery of inservice training for school personnel. In the present context, the inservice role of Washington's colleges and universities is an important area of inquiry for two reasons. First, the initial impetus for this study was a concern about the effects of the Council for Postsecondary Education Off-Campus Plan on inservice training for school personnel, and a general understanding of the inservice role of the colleges and universities is important as a context for evaluating these effects. Second, any recommendations that emerge from this study concerning inservice training in general should take into consideration the past and potential role of Washington's colleges and universities as one of the major actors.

This section of the report covers five major topics: first, the college and university role in professional development; second, the college and university role in staff development; third, the nature and scope of off-campus instruction in Washington, as it relates to inservice training for school personnel; fourth, quality control in inservice training delivered by colleges and universities; and fifth, the responsiveness of Washington's colleges and universities to the inservice needs of school personnel.

### Professional Development

Any effort to understand the inservice role of Washington's colleges and universities must start with a recognition of their major contribution to the "professional development" of school personnel, both at the baccalaureate and post-baccalaureate levels*. There are 15 public and private colleges, schools, and departments of education in the state. The majority of these institutions offer initial and continuing (fifth-year) teacher certification programs, master's degree programs, and principal certification programs. In addition, four of these institutions offer doctoral programs in education, three offer superintendent's credentials, and most offer at least one of the eight educational staff associate programs in the state. These 15 institutions have trained the majority of the 43,424 teachers, administrators, and professional support staff currently employed by Washington schools.

The number of students enrolled in Washington's baccalaureate-level (preservice) education programs declined during the 1970's. As reported in "Trends in Degrees Conferred" (Council for Postsecondary Education, February 6, 1980), the number of baccalaureate education degrees conferred declined from 2,161 in 1973-74 to 1,732 in 1978-79. The same report indicates that there was a slight increase in the number of education masters and doctoral degrees conferred during this period. The number of masters degrees in education increased from 1,054 in 1973-74 to 1,168 in 1978-79. Comparable figures for doctoral degrees in education are 70 (1973-74) and 79 (1978-79).

## Staff Development

The lead question in the survey of education deans and directors focused on college and university efforts (both formal and informal) to provide "staff development" programs for individual school district and ESD personnel. Five of the 15 education deans and directors reported that they have developed "formal" staff development programs for at least one school district. In most cases, these programs are somewhat specialized in nature. For example, the University of Washington provides summer course work for Shoreline and Northshore School District personnel in different curricular areas each year. Washington State University provides staff development programs primarily for administrators.

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*Reference definitions of "professional development" and "staff development" at the bottom of page 6.

Seven of the education deans and directors reported that they had "informal" arrangements with individual school districts to provide staff development programs. For example, Eastern Washington University reported that it has provided individual courses in "Instructional Theory Into Practice," discipline, language arts, and bilingual education for specific school districts. Seattle University reported that it has developed individual courses at the request of the Seattle School District. Most of the education deans and directors indicated that individual faculty members assist school districts with staff development on a private contractual basis.

The mailed survey of 100 Washington school districts confirms the information received from the education deans and directors. Among the 63 districts that had responded at the time of this analysis, 41 indicated that they have no formal arrangements with any college or university to provide inservice training for their personnel. Fourteen of the districts reported that they had arranged for "staff development" services from a college or university. The programs identified were typically specialized courses and workshops in areas such as "Instructional Theory Into Practice" and bilingual education. Six of the districts indicated that they had arranged for certificate-related college credit course work for their personnel. The two remaining districts did not respond to this question.

These data suggest that relatively few Washington school districts have formally requested or received college and university staff development services specifically designed to meet local needs. However, most of the colleges and universities are delivering individual (non-program-related) course work to school district personnel who may not be interested in an additional certificate or degree. It is difficult to estimate the volume of this activity, because many non-matriculated students ultimately may apply their course work toward an additional certificate or degree. However, there are some data available that provide an insight into the level of this activity. In the Fall of 1980, the Council staff conducted an audit of a sample of state-supported off-campus courses delivered by the five public universities during 1979-80. Among the 1,657 students enrolled in these courses, 570 (34 percent) were non-matriculants. The percent of non-matriculants, by institution, was as follows: University of Washington (70 percent), Washington State University (25 percent), Central Washington University (65 percent), Eastern Washington University (0 percent), and Western Washington University (53 percent). All of Evergreen's off-campus students are matriculated. Therefore, the Council staff did not audit Evergreen's off-campus courses.

## Off-Campus Instruction

Since off-campus instruction is a major area of interest in this study, it is important to develop an understanding of the scope and nature of this activity. Off-campus instructional data prepared by the six four-year public institutions in the state indicates that these institutions delivered a total of 2,136 off-campus course sections between Summer 1979 and Spring 1980. The three most active public institutions were Central Washington University (899 sections), Eastern Washington University (837 sections), and Western Washington University (258 sections). The table that follows indicates the distribution of education vs. non-education off-campus courses, by institution.

TABLE 9

OFF-CAMPUS COURSES DELIVERED BY PUBLIC FOUR-YEAR INSTITUTIONS
SUMMER 1979-SPRING 1980

| | Education Courses (%) | Non-Education Courses (%) | Total |
|---|---|---|---|
| University of Washington | 40 (67%) | 20 (33%) | 60 |
| Washington State University | 24 (33%) | 49 (67%) | 73 |
| Central Washington University | 560 (62%) | 339 (38%) | 899 |
| Eastern Washington University | 298 (36%) | 539 (64%) | 837 |
| Western Washington University | 214 (83%) | 44 (17%) | 258 |
| The Evergreen State College | 0 ( - ) | 9 (100%) | 9 |
| Total | 1,136 (53%) | 1,000 (47%) | 2,136 |

Several observations can be derived from these and other data obtained from the college and university schools of education. First, overall, courses in the field of education represented 53 percent of the off-campus course activity of the four-year public institutions during 1979-80. However, the percentage of off-campus education courses varies by institution. Second, data on the "target populations" of off-campus courses, obtained from the institutions, indicates that school personnel are not the major target populations for off-campus courses in fields other than education.

It is apparent that school personnel enroll primarily in off-campus courses in the field of education. Third, according to course data provided by the education deans and directors, off-campus instruction represents approximately one-third of the total number of courses (on- and off-campus) delivered by public university schools of education during 1979-80.

The survey of education deans and directors provides some further insights into the scope and nature of off-campus instruction for school personnel. Twelve of the institutions surveyed have provided a summary of certificate and degree programs (versus individual courses) available off-campus. Among the public institutions, Washington State University, Central Washington University, Eastern Washington University, and Western Washington University report that most of their degree and certificate programs in the field of education are at least partially available off-campus. However, there are relatively few degree and certificate programs available completely off-campus (a maximum of one term in residence). Central Washington University reports that the only programs that are available completely off-campus are the bachelor's, master's, continuing teacher certificate, and reading resource specialist certificate. Western Washington University reports that the only program available completely off-campus is the continuing teacher certificate. Eastern Washington University, on the other hand, reports that almost all of their degree and certificate programs are available completely off-campus.

Among the seven independent institutions that responded (there are a total of nine), only one reports that any of its programs are either partially or completely available off-campus (Fort Wright College). However, it is also known that Seattle Pacific University also provides off-campus teacher certificate and master's degree programs in at least two off-campus locations. It is evident that most of the independent institutions do not deliver degree and certificate programs off-campus.

The institutions were also asked to list the locations (cities) in which they offered individual off-campus education courses between July 1979 and June 1980. The data suggest that seven of the institutions (UW, TESC, Gonzaga, PLU, St. Martin's, Walla Walla, and Whitman) do not offer any education courses outside the city in which their main campus is located. Among the institutions most active off-campus, Central Washington University delivered off-campus education courses in 54 cities; Eastern Washington University offered off-campus education courses in 24 cities (primarily in Spokane and the Tri-Cities); and Western Washington University offered off-campus courses in 35 cities, during 1979-80. During the Spring of 1980, Seattle Pacific University delivered off-campus courses (primarily in the field of education) in approximately 70 cities. Among the remaining institutions, Washington State University offered off-campus education courses in eight cities, the University of Puget Sound in seven, Fort Wright College in three, and Seattle University in three. Representatives of the University of Washington have noted that they offer very few off-campus credit courses because their instructional resources (and credit enrollment quotas) are employed primarily to meet a heavy demand for on-campus instruction.

## Quality Control

The volume and geographical distribution of off-campus course activity are important. However, of equal interest in the present context is the nature and quality of the off-campus credit course work provided by colleges and universities. In some cases, these courses are taught by adjunct faculty. In some cases, they are specifically designed to meet local needs.

In some cases, they are actually designed and delivered by an instructor who is not associated with the college. The following findings provide some insights into the level and nature of "quality control" in off-campus instruction.

At least two of the colleges surveyed (one public and one private) have post-baccalaureate course number designations which they employ for many inservice courses. These courses are not automatically creditable toward graduate degrees, although in most cases they are creditable toward continuing certification. The content of these courses is reportedly different from the content of the degree curricula of the two colleges. One of the two education deans involved indicated that the content of these courses tends to be more practical in nature. Orlich (page 103) suggests that access to "relevant" (job-oriented) college courses is important for school personnel. He recommends a separate course designation for graduate level inservice courses, which would enable institutions to design courses oriented toward the specific needs of various school personnel. However, if courses creditable toward graduate degrees are subjected to more rigorous academic review, the implications of this proposal for quality control need to be evaluated.

Fourteen of the fifteen schools of education surveyed have procedures for appointing adjunct (non-regular, part-time) faculty. The percentage of the total faculty of each school of education who are adjunct ranges from two to thirty percent. However, one institution (CWU) reported that fifty percent of its off-campus education courses are taught by adjunct faculty. In all cases, the respondents indicated that adjunct faculty appointments are reviewed and approved by departmental faculty and/or academic administrators (in one case, the president).

Adjunct faculty appointments are typically the responsibility of the school of education, rather than the office of continuing education.

In most cases, an adjunct faculty member must have a master's degree and relevant experience (although exceptions may be made in special cases). It is evident that adjunct faculty typically do not have the same academic credentials as regular, tenure-track faculty. However, as one dean noted, practical experience as a classroom teacher is viewed by many school personnel as being more important than a doctorate. Moreover, adjunct faculty members normally are approved to teach only those courses for which they are specifically qualified.

The education deans and directors were also asked whether their institutions have procedures for awarding credit for courses that are not delivered by the institution (e.g., courses offered by school districts, ESD's, education associations, and educational consultants). Ten of the fifteen respondents indicated that they do have such procedures. Although the joint study staff has copies of all of these procedures, perhaps the most noteworthy are the "Procedures for Programmatic Involvement with External Agencies," developed by the Washington Council of Deans and Directors of Education (WCDDE). The major features of these procedures are summarized below:

(A) An "external agency" is an agency or association (including SPI and ESD's) operating within the state that does not have state approved degree or certificate programs.

(B) If the proposing agency has not already developed the proposed program, procedures for award of credit include:

(1) college participation in program development,

(2) review and evaluation by a committee of regular faculty,

  (3) approval by the appropriate academic unit (college, department, etc.)
  (4) monitoring and evaluation of the program by the college faculty.

(C) Previously developed ("prepackaged") courses or programs proposed for college credit require (B)(2), (3), and (4) plus
  (1) the course must have clearly stated objectives and evaluation procedures,
  (2) adjunct faculty identified to teach the course must have at least a master's degree in a related area,
  (3) initial sponsorship should be conducted on a limited pilot basis to permit adequate evaluation.

(D) The credit granting institution should take reasonable steps to ensure that course advertising makes explicit the applicability of the course to its own degree and/or certificate programs and includes a disclaimer concerning the applicability of the course in relation to other institutions' programs.

These procedures are employed by each of the three regional universities and at least one independent institution.

The State Board of Education has also adopted "Standards for Off-Campus Courses Applicable to Certification" (May 1980). The basic requirements are comparable to the WCDDE procedures summarized above. However, there are some additional requirements. First, there must be verification that the course or program is needed. Second, students must have adequate access to learning resources. And third, there must be a provision for student evaluation.

An evaluation of the practices and procedures outlined above would require a detailed review of at least a sample of individual courses, which is not possible in connection with the present study. However, these practices and procedures provide a possible basis for joint study recommendations pertaining to quality control of off-campus courses and programs relative to inservice training for school personnel.

### Responsiveness to the Needs of School Personnel

The study staff has confirmed that the K-12 educational community relies heavily on Washington's colleges and universities for inservice training. Among 63 school districts responding to the mailed survey of 100 districts, 42 (67 percent) indicated that colleges and universities are the primary source of inservice training for their personnel. Among the remaining 21, a majority reported that colleges and universities are *one* of the major sources of inservice training. The past and continued ability of the colleges and universities to serve changing inservice needs is therefore an important area of inquiry in the present context. The paragraphs that follow focus on *access* to college and university instruction, *demand* for college and university programs, the *relevance* of inservice training pro vided by colleges and universities, and the *constraints* experienced by the college and university schools of education in responding to inservice needs.

*Access*. The issue of access to educational services is partly a matter of expectations. Prior to the growth of off-campus instruction, most school teachers and administrators participated in college and university programs by commuting to a main campus or attending summer school. Many still do. On the other hand, as already noted, many school teachers and administrators now have access to off-campus courses. Perceptions of adequate (or inadequate) access are therefore based on varying sets of experiences and expectations. The data presented below should be evaluated in this light.

The mailed survey of 100 school districts included a question about the adequacy of district staff access to education degree and certificate programs (as well as individual college courses). Fifty (79 percent) of 63 respondents felt that district staff had adequate access to master's degree programs, continuing teacher certificate programs, principal's credentials, and individual college courses. The number of respondents who felt that there was adequate access to superintendent, program administrator, and educational staff associate certificate programs ranged from 31 to 41. Responses to more recent surveys of individual teachers and administrators confirm the perception of adequate access to college and university course work in most areas of the state.

District representatives were also asked to identify the colleges and universities that provided inservice training for district personnel during 1979-80 (on- and/or off-campus). Among 63 respondents to the 100 district survey, 35 indicated that their personnel had access to on-campus instruction at at least one college or university, and 53 indicated that their personnel had access to off-campus instruction delivered by at least one college or university. Thirty of the respondents indicated that their personnel had access to off-campus courses delivered by three or more colleges or universities. There are districts that do not have access to any college or university instruction (on- or off-campus), and there are undoubtedly districts that do not have access to all of the courses and programs they need. However, the data reported above suggest a perception of fairly widespread access to college and university instruction, in general.

Demand. The issue of "demand" for college and university instruction is much more complex. The sheer volume of off-campus instructional activity, reported above, is one reflection of the high level of demand for college and university courses. Moreover, district administrators report that eligibility for salary increases is the major extrinsic incentive for participation in inservice training, and current state policy provides that inservice-related salary funds are allocated strictly for college and university credit course work.

It is somewhat more difficult to project the demand for degree and certificate programs, as opposed to individual college credit course work. At present, the only information available that may shed some light on this issue is the following:

(1) There are a large number of non-matriculated graduate students enrolled in off-campus college and university courses. The number of non-matriculated students who may eventually seek an additional certificate or degree is not known.

(2) Approximately 69 percent of the teachers currently employed in the state hold continuing certification, which means that they do not need to obtain any additional credentials to retain their jobs.

(3) Approximately 67 percent of the central district administrative staff in the state have master's degrees. For individual school building administrators, the figure is 86 percent; for teachers, 26 percent; and for educational staff associates, 62 percent. Overall, 33 percent of the state's school teachers and

administrators have master's degrees. Among the respondents to the WEA survey of teachers, only 31 percent indicated that they are interested in a masters or higher degree.

Relevance. Another issue that has been raised during the course of the study is the relevance of college and university inservice training, relative to the needs of school personnel. There are at least two important, interrelated dimensions to this issue. The first question is whether the type of instruction being provided by colleges and universities is meeting the needs of school districts and their personnel. The second question is whether the individual courses in which school personnel enroll are relevant to their professional responsibilities.

With regard to the first question, as a part of the 25 district interview survey, district representatives were asked whether they felt the state's colleges and universities were meeting the inservice needs of district personnel. Nine of the respondents felt that the colleges and universities were not meeting these needs. Seven felt that the colleges and universities were meeting their districts' inservice needs. Seven were uncertain. Two indicated that the private colleges and universities were meeting the districts' needs, but that the public institutions were not.

Responses to another district interview question provide further insight into district level concerns. Districts representatives were asked "What changes are needed with respect to the role of colleges and universities in inservice training?" The responses are instructive:

- There needs to be more collaboration between the colleges and the school districts.

- The colleges should place less emphasis on degree programs and traditional courses.
- The colleges need to focus more on district needs and the job-related needs of individual K-12 professionals.
- College faculty need to become more sensitized to the needs of K-12 professionals.

Educational service district representatives were also asked whether the colleges and universities were meeting the inservice needs of school personnel. Four of the nine ESD representatives responded affirmatively. Among the comments of the other five ESD representatives were:

- The faculty need to get out into the field and find out what is going on in basic education.
- The colleges and universities provide too much theory and too little application.
- The public universities could be more flexible and responsive.

With regard to the last comment, it is noteworthy that Seattle Pacific University, in particular, is perceived among some school district representatives to be more flexible and responsive than the state's public universities.

It is clear, and understandable, that school districts would like more locally designed, job-oriented inservice training delivered by the state's colleges and universities. The staff development director of one of the state's major urban school districts indicated to the study staff that almost all of the college credit courses sponsored by the district for their personnel are designed by the district, and most of the course instructors are district personnel with substantial classroom experience. This administrator suggested that these individuals are better able to provide instruction relevant to district needs than are most college faculty members.

The other question that has been raised is the relevance of the subject matter of individual course work, relative to the professional responsibilities of school teachers and administrators. This issue is complex. Short of the proverbial (hypothetical) example of the high school physics teacher enrolled in a "basket weaving course" course, "relevance" is, to some extent, in the eyes of the beholder.

Relevance becomes a particular concern when there are public funds involved in the support of individual participation in college and university courses (via either subsidization of the course and/or the award of a salary increase as a result of participation in the course). A 1978 survey conducted by the Washington Education Association revealed that 62 percent of the districts require prior approval of courses creditable toward salary increases. In the remaining districts, all credits from accredited colleges are creditable toward salary increases.

Another area of concern has been state support for continuing teacher certification programs via subsidization of individual off-campus courses through the instructional appropriations formula. The continuing teacher certification (formerly "fifth-year") program is highly individualized and unstructured in nature. Teachers frequently take courses creditable toward the continuing certificate prior to filing a program plan, and a "fifth-year" student may take courses from a variety of institutions, depending upon local course availability.

An evaluation of "fifth-year" (continuing) certificate course activities would require a review of a representative sample of certificate plans or transcripts. There has not been time for such a

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review in connection with the present study. However, the study staff did request and receive a random sample of ten "fifth-year" plans from one of the state's public universities. A brief analysis of these plans reveals some useful insights.

Each "fifth-year" (continuing) certificate candidate must ultimately file a document outlining the courses taken or planned to meet the 45 credit requirement for the certificate. Included among these courses must be at least nine quarter hours reflecting "depth" (e.g., Spanish courses for a high school Spanish teacher), nine quarter hours reflecting "breadth" (e.g., liberal arts courses), and nine quarter hours reflecting "professional competence" (e.g., teaching skills). Among the ten "fifth-year" plans reviewed by the study staff, most of the courses planned (or taken) were either subject matter courses related to the teacher's teaching field or education courses. There were exceptions. One high school Spanish teacher, for example, included eleven credits of physical education in his/her plan. Another seventh grade classroom teacher included 28 credits of physical education in his/her plan.

There is a provision for approval of fifth-year plans by school principals, which should help to ensure the relevance of the teacher's course work to his/her professional responsibilities. However, it is not clear that individual fifth-year plans are subjected to rigorous review at the district level.

Constraints. In response to some of the comments of district administrators concerning the responsiveness (or lack thereof) of colleges and universities to district inservice needs, the education deans and directors were asked why school districts and ESD's are turning to sources other than colleges and universities to provide various inservice programs. Five of the 15 respondents cited the "entrepreneurship" and marketing techniques of private educational consultants. Five observed that other agencies can be more responsive to short-notice requests. Three suggested that there are probably some types of inservice that are best provided by other types of delivery agents. Other responses included the emphasis on research in the faculty reward system, the desire of district personnel for practical training, a possible over-emphasis by colleges and universities on degree programs, and the influence of some of the state's education associations.

The education deans and directors were also asked whether they felt there were certain types of inservice activities that should not be provided by colleges and universities. Four responded no. Two suggested that the colleges and universities cannot meet all of the needs for inservice training because of resource limitations. Four felt that colleges and universities should not be involved in task-specific, district-specific, or recreational training. Five of the deans and directors felt that there might be some areas that should not involve the colleges and universities, but they did not specify what they were.

Finally, the education deans and directors were asked what constraints they experienced in being more responsive to inservice needs. Five cited resource limitations. Three indicated that they were limited to credit activities. Two cited the red tape involved in the curriculum approval process. Other responses included the constraints imposed by enrollment ceilings, academic standards, and the Council's off-campus regional service areas.

## Summary

(1) In the area of professional development, the 15 public and independent schools of education in Washington have trained

the majority of the 43,424 teachers, administrators, and professional support staff currently employed by Washington schools. The number of students enrolled in Washington's baccalaureate level education programs has been declining since 1972. Enrollment in masters and doctoral degree programs has been relatively stable since 1973.

(2) Relatively few colleges and universities have developed formal staff development programs for individual school districts. However, the colleges and universities have been active in delivering individual off-campus courses to school personnel.

(3) Approximately 53 percent of the off-campus courses delivered by public four-year institutions during 1979-80 were courses in the field of education. The education deans and directors report that off-campus courses represent approximately one-third of the total number of education courses (on- and off-campus) delivered during 1979-80. Off-Campus course data obtained from the public institutions indicates that school personnel are not the major target population for off-campus courses in fields other than education. It is apparent that school personnel enroll in relatively few off-campus courses outside the field of education.

(4) The number of education degree and certificate programs available completely off-campus is limited. The institutions most active in delivering off-campus instruction in the field of education are Seattle Pacific University, Central Washington University, Western Washington University, and Eastern Washington University.

(5) Most institutions are fairly careful in selecting adjunct faculty. However, these faculty do not have the same academic credentials as regular, tenure-track faculty. The Washington Council of Deans and Directors of Education and the State Board of Education have adopted standards for quality control of off-campus courses.

(6) Colleges and universities are the major source of inservice training for most school districts. Most district representatives surveyed in connection with this study feel that their personnel have adequate access to college and university course work. Responses to recent surveys to individual teachers and administrators confirm the perception of adequate access in most areas of the state.

(7) Approximately 69 percent of the teachers currently employed in the state hold continuing certification, which means that they do not need to obtain any additional credentials to retain their jobs. The demand for master's degrees is more difficult to project. However, the WEA survey of teachers suggests that less than a third of the teachers in the sample group are interested in pursuing masters degrees.

(8) Many district and ESD administrators feel that there should be closer collaboration between universities and school districts in developing inservice programs that are responsive to the needs of school personnel.

(9) It is apparent that approximately a third of the school districts exercise relatively little control over the credit course activities of their personnel applicable to salary

increases and permanent certification.

(10) The college and university schools of education operate under a number of constraints that inhibit more flexible and responsive inservice programs, including formula (credit)-driven budgets, an emphasis on research in the faculty reward system, and, reportedly, certain elements of the Council's off-campus plan.

# SECTION VI

# THE COUNCIL'S OFF-CAMPUS GUIDELINES

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## THE COUNCIL'S OFF-CAMPUS GUIDELINES

As noted earlier in the report, the Council's off-campus plan, adopted in November 1978, provided the initial impetus for the present study. The issues and concerns that prompted the off-campus plan, the Council's policy goals in the area of off-campus instruction, and the operational policies and procedures of the plan are summarized in Appendix A.

During the course of the study, it has become evident that relatively few school district personnel were aware of the off-campus plan and that very few district or ESD personnel understood all of its provisions. In fact, 48 (76 percent) of 63 respondents to the August 1980 mailed survey of 100 Washington school districts indicated that they were not familiar with the Council's off-campus plan. Moreover, it became evident that the ESD personnel who were aware of the plan (as well as representatives of certain professional education associations) were more concerned about the regional service area requirement than they were about the funding arrangements. The first subsection of this section will provide an overview of the off-campus plan, in order to provide a common foundation for evaluating its effects on inservice training. The remaining subsections contain an analysis of the two major provisions of the plan of concern in the present context: the program funding provisions and the off-campus regional service areas.

### Background

It is important to stress that the Council's off-campus plan was not designed specifically to control or coordinate the inservice role of

Washington's public colleges and universities. Rather, the plan was designed to coordinate the off-campus activities of the public institutions, in general.

A staff report on off-campus instruction, presented to the Council on April 11, 1978, provides a good summary of the issues and concerns that led to the development of the off-campus plan. The report observed that over the past three years, the off-campus instructional activities of the public four-year institutions had been growing at a rate of 15 to 20 percent per year. It was observed that Washington already had one of the best educated adult populations in the country and that most off-campus instruction was serving the educational needs of adult students who already had some higher education. In light of the finite resources available for support of public higher education, it was suggested that first priority should be given to educational services for persons who have not had any higher education.

The report proceeded to explain the history of state support for off-campus instruction in Washington and the issues and concerns that had been raised in this regard. Until 1973, off-campus instruction delivered by the state's public universities had been funded entirely through student fees. That year, the regional universities experienced a decline in on-campus enrollments. This prompted a revision of state policy to enable these institutions to report off-campus student credit hours for state support under the instructional appropriations formula. In response to early concerns about the quality of state-supported off-campus instruction, in 1975, the Office of Financial Management restricted reportable off-campus courses to those courses taught by regular university faculty as part of their regular teaching loads.

The continued growth of off-campus courses subsequently raised questions about state priorities for funding higher education, as suggested above. There was a growing awareness that, of all of the instructional activities of the public four-year institution, off-campus instruction was least subject to state level policy direction and coordination. In the Council's 1976 Comprehensive Plan, the Council expressed support for the need for off-campus instruction for persons unable to spend time in residence on-campus. However, the Comprehensive Plan also stressed the importance of minimizing duplication of services. With this goal in mind, the Council announced plans to initiate an annual review of off-campus programs.

In the interest of establishing state priorities for the support of off-campus instruction, the 1976 Comprehensive Plan introduced the concept of state support for off-campus instruction leading to an occupational objective or creditable toward a degree or certificate. It was suggested that certain types of off-campus instruction should be financially self-sustaining, specifically non-credit instruction, and

> courses, seminars, or workshops which are established either for or at the request of business or industrial firms, community groups, or governmental agencies for their employees or members, and the enrollment in which is under the control of these organizations. (Recommendation 57)

The Comprehensive Plan also stressed the need for quality control in off-campus instruction through careful attention to the qualifications of adjunct faculty and the assurance of off-campus student access to adequate instructional support services (e.g., libraries).

The plan also introduced the concept of off-campus regional service areas, which would be designed to minimize duplication and establish institutional responsibility for off-campus instructional services in each region of the state. In subsequent staff reports to the Council, it was noted that the off-campus instructional activities of the public four-year institutions were concentrated in the state's population centers, many of which were already served by the on-campus programs of local public and private four-year institutions. In support of the off-campus regional service area concept, it was noted that this concept was in keeping with the statutory responsibilities of the regional universities:

> The primary purposes of the regional universities shall be to offer undergraduate and graduate education programs through the master's degree, including programs of a practical and applied nature, directed to the educational and professional needs of the residents of the regions they serve; to act as receiving institutions for transferring community college students, and to provide occupational and complimentary studies programs that continue or are otherwise integrated with the educational services of the region's community colleges (RCW 28B.35.050) (emphasis added).

The April 1978 Council staff report concluded with a summary of the emerging concerns in the area of off-campus instruction. It was noted that there was a lack of continuity of courses leading to degrees or other professional objectives in many off-campus locations, supporting the notion that state policy should encourage delivery of off-campus programs (versus off-campus courses). It was noted that 55 percent of the off-campus courses delivered during 1977 were targeted toward teachers and public administrators, which raised questions about the appropriateness of subsidizing professional continuing education when many state residents have not yet had access to lower division or vocational education. It was suggested that priority should be given to (1) community college education, (2) upper-division baccalaureate instruction beyond commuting distance from four-year institutions, and

(3) professional continuing education, in that order. The report concluded with a recommendation that the Council consider the introduction of off-campus regional service areas and that it reevaluate existing state policy concerning financial support for off-campus instruction.

## Overview of the Off-Campus Plan

After circulating several drafts and consulting at length with the institutions involved, in November 1978, the Council adopted a state plan for coordinating off-campus instruction, designed to respond to the issues and concerns noted above. Although the goals and provisions of the off-campus plan are summarized in Appendix A, it may be helpful to provide a brief narrative description of the plan.

The off-campus plan begins with a review of the issues and concerns that had been raised in the area of off-campus instruction. These issues and concerns are reflected in the policy goals of the plan:

(1) The need for a response to public need and demand for extended higher education opportunities.

(2) The need to protect the continuing viability and effectiveness of the independent institutions in the state, as well as the need to encourage cooperative and complimentary planning and programming between public and independent institutions.

(3) The legislative mandate to retain the two-year program mission of the community colleges, rather than allowing the community colleges to move into upper-division instruction.

(4) The importance of adequate quality in off-campus instructional services.

(5) The need to establish priorities for the use of finite state resources for higher education.

(6) A preference for a coordinating and monitoring role for the Council for Postsecondary Education as compared to an administrative or fully regulatory role.

Appendix A contains a complete summary of the operational policies and procedures designed to promote the policy goals outlined above. For present purposes, the following summary of major provisions should suffice:

(1) Continuation of state appropriation support for program-related off-campus courses offered by the public four-year institutions.

(2) Elimination of state appropriation support for all non-program-related off-campus courses.

(3) Establishment of regional service areas for off-campus instruction by the regional universities and The Evergreen State College.

(4) Washington State University and the University of Washington are assigned statewide responsibility for responding to identified needs for off-campus continuing professional education, upper-division instruction, and graduate instruction in program areas nonduplicative of programs offered by the regional institutions or local independent institutions.

(5) Implementation of a procedure for advance notification and acceptance of new off-campus programs which will preclude new offerings of such programs within 25 road miles of the primary campus of another four-year institution in any case where the program is contested by the other institution and is determined by the Council, upon appeal, to be duplicative of the programs offered on-campus by that institution.

(6) Official encouragement for the public institutions to actively seek ways and means to cooperate effectively with the independent institutions in the development of future off-campus program offerings.

(7) Control of the overall level of state supported off-campus instruction by each public institution, as a defined portion of its total instructional activities supported by appropriations, through the biennial "enrollment contract" method currently used in the budget process.*

It is not the purpose of the present study to conduct a comprehensive evaluation of the Council's off-campus plan. Rather, one of the objectives of the study is to evaluate the effects of the off-campus plan on the college and university role in inservice training. The major concerns that have been raised in this regard relate to the program funding and regional service area provisions of the off-campus plan (items 2 through 5 in the above list of policies and procedures). Therefore, the remainder of this section of the report will focus on these two sets of provisions.

### Program Funding Provisions

The major provisions of the off-campus plan pertaining to program funding can be summarized as follows:

(1) Matriculation Requirement: In order to receive state support for an off-campus course, an institution must demonstrate that either ten students or the majority of enrolled students are

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*The Council subsequently adopted and published a "Supplement" to the off-campus plan, designed to outline in more specific fashion the operational procedures for the implementation of the plan (CPE Report 80-4, October 29, 1979).

matriculated in a degree or certificate program of the institution or of a consortium in which the institution participates.

(2) Qualifying Off-Campus Programs: In order to qualify for state support, an off-campus course must *also* be part of the scheduled course offerings of a qualifying off-campus program. Briefly, a qualifying off-campus program is a complete degree or certificate program available to students at the off-campus location in question. A student must be able to complete most of the requirements for the degree or certificate at the off-campus location (the institution may require the student to spend a maximum of one term on-campus).

(3) Fifth-Year (Continuing) Teacher Certificate Programs: Because of the individualized nature of the fifth-year (continuing) teacher certificate program, the October 1979 supplement to the off-campus plan contains special provisions for qualifying off-campus fifth-year teacher certificate programs for state support. Briefly, the policy stipulates that each off-campus fifth-year site must have at least 10 students with approved fifth-year plans on file with the institution in order to qualify the off-campus fifth-year program for state support. The number of supportable off-campus courses that can be offered at the site each year is dependent on the number of students with fifth-year plans on file.

(4) Self-Sustaining Off-Campus Courses: Non-program-related off-campus courses do not qualify for state support (unless they are offered within the 25 mile radius *campus* service area of the institution).

The paragraphs that follow provide an analysis of the effects of each of these provisions on the role of Washington's colleges and universities in providing inservice training for school personnel.

The Matriculation Requirement. The data available suggest that the effect of the matriculation requirement will vary significantly among the six four-year public institutions. The Evergreen State College does not offer any post-baccalaureate education courses for school personnel. The University of Washington is unable to offer off-campus credit instruction for school personnel because of the heavy demand for on-campus credit programs. Therefore, the matriculation requirement does not affect the inservice activities of these two institutions.

Based on a Council staff sample audit of off-campus courses delivered during 1979-80, implementation of the matriculation requirement would have a significant effect on state support for off-campus courses offered by Central Washington University and Western Washington University. Among the 31 CWU off-campus courses audited, only 12 (39 percent) would have qualified for state support if the matriculation requirement had been in effect. Among the 10 WWU off-campus courses audited, only 6 (60 percent) would have qualified for state support. In contrast, 90 percent of the WSU sample and 86 percent of the EWU sample would have qualified for state support.

There was a question pertaining to the matriculation requirement in the survey of education deans and directors. The comments of the deans and directors reveal that there are administrative problems created by the matriculation requirement. Specifically, institutions normally are not able to determine the matriculation status of students enrolled in an off-campus course until the first day of classes (registration for off-campus courses frequently does not take place until that time). Therefore, the institution often cannot predict whether a course will qualify for state support until the course has actually begun, although it is possible to make fairly good predictions in cases where the general nature of the potential course clientele is known in advance. It also should be noted that it is not necessary that every single non-supportable off-campus course be self-sustaining; rather, the requirement is that non-supportable off-campus courses, as a whole, must be self-sustaining. This is a long standing modus operandi in self-sustaining continuing education.

Qualifying Off-Campus Programs. The other major criteria for state support of an off-campus course is that the course must be part of a "qualifying off-campus program." The education deans and directors were asked to identify the off-campus activities that no longer qualify for state support under this provision of the off-campus plan. The University of Washington reported that they rarely have requested state support for their off-campus programs and that the "qualifying off-campus program" provision would therefore have little impact. Respondents from Washington State University, Central Washington University, Eastern Washington University, and The Evergreen State College indicated that they had not yet identified any courses or programs that would lose state funding under this provision.

Western Washington University identified 25 activities in 21 different locations that would lose state support under the program funding provisions of the off-campus plan. However, a footnote to the Western report indicates anticipated loss of state support due to the absence of sufficient matriculated students in the courses involved, rather than loss of support due to the "qualifying off-campus program" provision.

The education deans and directors (and continuing education deans and directors) were also asked a survey question about the effects of the "qualifying off-campus program" provision. Again, it is apparent that this requirement will have little effect on the off-campus programs of the University of Washington and The Evergreen State College. Washington State University reported that they may have some problems in the area of vocational education, where they have attempted to serve the needs of small groups of vocational education teachers in isolated areas. Similarly, Western Washington University reported that this requirement creates a problem in rural areas, where it is difficult to deliver a complete degree or certificate program. Central Washington University indicated that this requirement has resulted in a consolidation of course offerings in certain geographical areas, which may have both positive and negative effects on students.

The school district survey also included a question about the effects of the program funding provisions of the off-campus plan. In this survey, no attempt was made to draw a distinction between the matriculation and qualifying off-campus program provisions. Nine of the 25 school district administrators surveyed did not know what effect the program funding provisions would have. Six of the respondents suggested that school personnel need individual courses, not degree and certificate programs. Four were concerned about the possibility of higher tuition rates for self-sustaining off-campus courses. And four felt that the program funding provisions would have little effect in their districts.

In summary, it appears that the "qualifying off-campus program" provision, by itself, will not have a major effect statewide. However, it is also apparent that the public colleges and universities may have difficulty providing complete off-campus programs in certain remote locations.

Fifth-Year (Continuing) Teacher Certificate Programs. As explained in the previous section of this report (Section VE), the fifth-year (or continuing) teacher certification curriculum is a highly individualized and relatively unstructured program, designed to meet the diverse needs of teachers with many different types of classroom assignments. In fact, it is unlikely that any two teachers would complete exactly the same set of courses in fulfillment of the continuing certification requirement. Many district and university administrators interviewed during the present study have argued that the fifth-year certification process cannot be considered a "program," in the context of the Council's off-campus plan. That is, it would be difficult for an institution to establish a prescribed series of fifth-year courses that would meet the needs of all the teachers at any particular off-campus location. In the October 1979 supplement to the off-campus plan, an effort was made to accommodate the unique characteristics of the fifth-year "program." Instead of requiring a prescribed program curriculum for off-campus fifth-year programs, the plan, as modified in October 1979, provides for state support for fifth-year off-campus course work when there are at least ten students with fifth-year plans on file at a given off-campus location.

During the interviews with education deans and directors, the respondents expressed the following concerns relative to the fifth-year program provision of the off-campus plan:

(1) The requirement that fifth-year students must have a program plan on file with the institution creates an administrative problem. Fifth-year students are not required to file a plan in order to start taking courses applicable toward their fifth-year certificate.

(2) It is not desirable for a teacher to establish a fifth-year plan during the first year of teaching because their individual needs are not always known at this time.

(3) There is some value in having a fifth-year plan on file (at least after the first year) because the planning process enables the teacher and his/her advisor to establish a set of program objectives.

(4) The nature of the fifth-year (now continuing) teacher certification process may change as a result of the new State Board of Education rules pertaining to certificate programs and the certification process.

Based on the information and opinions obtained, to date, it is evident that the fifth-year provision in the off-campus plan does accommodate the special characteristics of the fifth-year certification process; that it is desirable to require filing of a fifth-year plan, at least after the first year of classroom experience; and that there is nothing in the new State Board rules pertaining to fifth-year (continuing) teacher certificates that will radically change the individual program planning process. If anything, the new rules will require additional structure in individual continuing certificate programs, and program planning will become increasingly important.

Self-Sustaining Off-Campus Courses. In tandem with the provision that the state will support only those off-campus courses that are program-related, the off-campus plan stipulates that all non-program-related off-campus courses offered by public four-year institutions must be financially self-sustaining. It is apparent that some of the public institutions have been reluctant to offer off-campus courses on a self-sustaining basis (at least since 1973, when off-campus courses first qualified for state support). The implication is that the off-campus plan will reduce access to off-campus courses in locations where institutions are unable to deliver complete off-campus programs.

It is important to note that the off-campus plan does not mandate an overall reduction in the number of state-supported off-campus courses delivered by four-year public institutions. Each institution was authorized to report the same number of credit hours for purposes of state support in 1979-80 as they reported during the previous academic year. The number of reportable off-campus credit hours for 1980-81 was increased by approximately 10 percent over 1979-80 (CPE Report No. 80-4, October 29, 1979). The major effect of the off-campus plan with respect to off-campus funding is to establish a ceiling on state-supported off-campus instruction and to encourage the four-year public institutions to deliver more off-campus instruction in the form of degree and certificate programs.

An analysis of 1979-80 off-campus course data provides an overview of the off-campus course activity of the institutions. Data provided by the institutions reflects the following distribution of state-supported (011) versus self-sustaining (015) off-campus courses during 1979-80:

## TABLE 10

### STATE SUPPORTED (011) AND NON-SUPPORTED (015) OFF-CAMPUS COURSES SUMMER 1979-SPRING 1980

| | Education Courses | | | Total Courses (Education Plus Other) | | |
|---|---|---|---|---|---|---|
| | 011 (%) | 015 (%) | Total | 011 (%) | 015 (%) | Total |
| UW | 0 ( - ) | 35 (100%) | 35 | 3 (6%) | 51 (94%) | 54 |
| WSU | 9 (60%) | 6 (40%) | 15 | 53 (83%) | 11 (17%) | 64 |
| CWU | 182 (47%) | 209 (53%) | 391 | 482 (56%) | 381 (44%) | 863 |
| EWU | 235 (100%) | 0 ( - ) | 235 | 709 (99%) | 5 (1%) | 714 |
| WWU | 96 (53%) | 86 (47%) | 182 | 97 (44%) | 122 (56%) | 219 |
| TOTAL | 522 (61%) | 336 (39%) | 858 | 1,344 (70%) | 570 (30%) | 1,914 |

These data indicate (1) that approximately 30 percent of the off-campus courses delivered by public institutions during 1979-80 were financially self-sustaining, (2) that the percentage of self-sustaining off-campus courses in the field of education (39 percent) was significantly larger than the percentage of self-sustaining off-campus courses in other fields (79 percent of the non-supported courses were education courses), and (3) that Eastern Washington University (in contrast to the others) offered almost all of their off-campus courses on a state-supported basis.

It is important to note that the elimination of state support for non-program-related off-campus courses will not necessarily lead to a reduction of student access to individual course work. In the first place, an off-campus course can qualify for state support if 50 percent of the students enrolled are matriculated in a degree or certificate program. The remaining students can be nonmatriculants. In the second place, it seems quite possible that the institutions can fund a self-sustaining off-campus course (with a certain minimum enrollment) by charging higher tuition.

In the survey of education deans and directors, representatives of the public institutions were asked whether they charged higher tuition for non-supportable off-campus courses. Five of the respondents indicated that their institutions did not charge higher tuition. One of the respondents (WSU) reported that tuition charges for self-sustaining off-campus courses are slightly higher ($39 per credit for self-sustaining courses versus $34 per credit for state supported courses, at the graduate level). It is apparent that, to date, most of the institutions have attempted to compensate for the loss of state support by requiring minimum course enrollments for self-sustaining off-campus courses. Although the study staff does not have any data on off-campus course failures due to low enrollment, undoubtedly there have been some courses that could not be offered because there were too few students. It should be noted that at least one of the institutions has a flexible approach toward minimum class enrollment (the objective is to achieve a minimum average class enrollment for self-sustaining off-campus courses).

One of the issues that has been raised is the effect of higher tuition on participation in inservice training for school personnel. The mailed survey of 100 school districts included a question that provides some insight into this issue. Respondents were asked to indicate whether district personnel prefer public (versus independent) institutions because of lower tuition. Among 63 respondents, 27 (43 percent) suggested that tuition is not a significant issue in the selection of courses and programs. Nineteen (30 percent) felt that tuition is a significant issue, eight (13 percent) reported that district staff had access to public institutions only, and the remainder were uncertain about the effect of tuition rates on course and program selection.

## Regional Service Areas

The regional service area provisions of the off-campus plan are explained earlier in the present report. Since these provisions have been of considerable concern to members of the educational community, it is probably worthwhile devoting some attention to the implementation of these provisions by the Council.

In August 1979, subsequent to the adoption of the off-campus plan, the Council reviewed and approved an "Initial Inventory of Qualifying Off-Campus Programs of Four-Year Public Institutions." The criterion for inclusion on the list was quite modest: the institution was required to have offered at least one course applicable to the program, at the off-campus site in question, during the period Fall 1977-Winter 1979. Among the 328 programs on the list, 151 were designated as out-of-region. It was noted that out-of-region programs would need to be discontinued as of July 1, 1981 unless they were reviewed by the Council and recommended as an exception to the regional service area restrictions of the off-campus plan.

The review of out-of-region programs listed on the inventory was completed in August 1980. The public universities requested continuation of 82 out-of-region programs. Sixty-five (80 percent) of these programs (including 41 degree and certificate programs in the field of education) were recommended for continuation. It is noteworthy that in the case of 8 of the 17 programs terminated by the Council, the institutions involved had not offered any courses during the period Fall 1978-Spring 1980. In the case of the remaining 9, there were only three cases in which the institutions had offered more than one applicable course during this period.

In the case of new out-of-region off-campus programs, the plan requires that the proposing institution notify the host regional institution, as well as any other public or independent institutions with main campuses within 25 miles of the proposed off-campus site. In the case of an objection, the proposing institution must demonstrate that the proposed off-campus program does not duplicate one or more of the programs of the objecting institution.

It is difficult to estimate the number of potential out-of-region courses that have not been offered because of regional service area restrictions. However, the education deans and directors were asked to identify requests (1979-80) for off-campus courses or programs to which they were unable to respond because of regional service area restrictions. The University of Washington and The Evergreen State College reported that there have been none. Washington State University cited the reduced residency doctoral program in Spokane; Central Washington University cited course requests from Moses Lake, Omak, Kelso, Aberdeen, and Walla Walla; Eastern Washington University noted that they had received requests from "many school districts" outside of their regional service area; and Western Washington University cited WETNET (telephone network) courses in home economics and a request for inservices courses in Kelso. It is evident that restrictions on new out-of-region off-campus programs, at least during 1979-80, have not been overwhelming.

The education deans and directors (and continuing education deans and directors) were asked for their comments about the regional service area requirement. Their responses provide some additional insights. It was noted that The Evergreen State College is currently unable to meet the inservice needs of school personnel in western Washington (although Evergreen currently is considering a contractual relationship with another public institution to deliver a fifth-year program in southwest Washington). It was suggested that the paperwork required to obtain clearance to offer an out-of-region program is excessive. However, currently there is no evidence of approval problems with non-duplicative out-of-region programs. Several of the deans and directors noted that the regional service area provision will probably enable the independent institutions to expand their off-campus programs, which is probably true. Finally, representatives of the independent institutions in Spokane suggested that the regional service area provision has not eliminated program duplication in that area.

Several of the ESD representatives interviewed felt that the regional service area provision of the off-campus plan may cause problems for their districts. Their concerns included a general desire to have access to all of the public institutions in the state, the inability of Evergreen to serve the inservice needs of western Washington, the "red tape" involved in obtaining a course from an out-of-region institution, and a belief that "competition" produces better quality programs.

School district representatives were not aware of many of the provisions and requirements of the off-campus plan. However, most had heard about the regional service area provision. Representatives of 8 of the 25 district representatives surveyed felt that the regional service area provision would have little effect in their district. Eight felt that the regional service areas would reduce their flexibility. Four cited the inability of Evergreen to meet the inservice needs of western Washington. And five were not certain about the effects of the off-campus regions. Aside from the "red tape" involved in obtaining a course from an out-of-region institution, the major concern of school personnel related to the perception that some faculty members at certain institutions are widely felt to be the best in their fields, and the districts want to have access to these individuals.

The other major constituency that has been concerned about the effects of the off-campus regional service areas is the Washington Education Association. In recent years, the WEA has co-sponsored a number of college credit courses in such areas as "mainstreaming" (integration of handicapped children into the regular educational process). Typically, these courses are designed for statewide delivery, often during the summer. The WEA has experienced some difficulty working with the public four-year institutions across regional boundaries. Apparently, there has also been some disagreement between WEA and at least one public institution over the level of institutional control over these courses. Nevertheless, there are probably cases in which statewide delivery of specialized courses and programs would be an effective and efficient approach toward inservice training.

## Summary

(1) Relatively few school district personnel surveyed in connection with the present study were familiar with the Council's off-campus plan. District and ESD personnel appear to be more

concerned about the regional service area requirement of the plan than they are about program funding provisions. There is some evidence that school administrators are more concerned with access to off-campus instruction than they are about costs.

(2) The Council's off-campus plan was developed in response to a number of concerns, related to off-campus instruction in general (not just inservice training for school personnel):

(a) the proliferation of off-campus instruction during the 1970's, with relatively little state or institutional control,

(b) a concern about duplication of services, particularly in the state's population centers, and

(c) the need to prioritize the allocation of limited state resources available to support off-campus instruction.

It is important to note that there was no state support for off-campus instruction prior to 1973.

(3) The development of off-campus regional service areas, a concept introduced in the Council's 1976 Comprehensive Plan, appears to coincide with the regional service missions of the three regional universities (RCW 28B.35.050).

(4) The major concerns raised about the off-campus plan relate to the program funding and regional service area provisions of the plan.

(5) One of the program funding requirements is that either ten or a majority of the students in an off-campus course must be matriculated in a degree or certificate program in order to qualify that course for state support. Implementation of this

requirement was temporarily delayed by the Council, pending the results of the present study. Assuming that matriculation patterns remain fairly constant, implementation of the matriculation requirement, effective July 1981, would result in a loss of state support for varying percentages of off-campus courses at each of the public institutions.

(6) The education deans and directors and continuing education deans and directors report that the matriculation requirement creates administrative problems. Institutions normally are not able to determine the matriculation status of a student enrolled in an off-campus course until the first day of classes (registration for off-campus courses frequently does not take place until that time).

(7) The major problem created by the "qualifying off-campus program" requirement is that it is reportedly difficult to deliver complete off-campus programs in geographically remote locations.

(8) Because of the individualized nature of the fifth-year (continuing) teacher certificate program, there is a special provision in the off-campus plan pertaining to fifth-year programs. The policy stipulates that each off-campus fifth-year site must have at least ten students with approved fifth-year plans on file with the institution in order to qualify the off-campus fifth-year program for state support. The education deans and directors have raised some concerns about requiring filing of a plan during the first year of teaching (before the teacher and his or her advisor have identified the teacher's needs).

(9) The data indicate that approximately 39 percent of the off-campus

education courses delivered by public universities during 1979-80 were self-sustaining (015) courses. It is apparent that most of the universities attempt to cover the costs of self-sustaining courses via minimum class enrollments, rather than increased tuition.

(10) With regard to the regional service area provision, there have been relatively few existing out-of-region programs terminated as a result of the off-campus plan. The education deans and directors identified very few requests for off-campus courses or programs (during 1979-80) to which they were unable to respond because of regional service area restrictions. There are specific areas of the state in which the regional service area restrictions are a concern (see to Section VID).

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# REFERENCES

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# APPENDICES

## APPENDIX A
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## APPENDIX B

## PROFESSIONAL ASSOCIATIONS RESPONDING TO STUDY SURVEY

| | | Members |
|---|---|---|
| 1. | Washington State Business Education Association | 650 |
| 2. | Washington Education Association | 40,000 |
| 3. | School Nurses of Washington | 250 |
| 4. | Washington State Council of Teachers of English | 740 |
| 5. | Washington Association of School Administrators | 850 |
| 6. | Washington In-Service Education Fund | 150 (school districts) |
| 7. | Washington Association of School Personnel Administrators | 75 |
| 8. | Washington State Council for the Social Studies | 175 |
| 9. | Washington Library-Media Association | 800 |
| 10. | Washington Association for Supervision and Curriculum Development | 600 |
| 11. | Washington Speech and Hearing Association | 500 |
| 12. | Washington Vocational Association | 1,200 |
| 13. | Association of Washington School Principals | 1,700 |
| 14. | Washington Art Education Association | 100 |

8/6/80

## APPENDIX C

## SUMMARY OF THE
## COUNCIL FOR POSTSECONDARY EDUCATION
## PLAN FOR COORDINATING OFF-CAMPUS INSTRUCTION

This paper is a summary of The Coordination of Off-Campus Instructional Services in Washington (CPE Report No. 79-5, November 9, 1978) and Revised Supplement to Report 79-5 Implementing Policies and Procedures for the Coordination of Off-Campus Instructional Services in Washington (CPE Report No. 80-4, October 29, 1979).

The purpose of the off-campus plan, adopted by the CPE in November 1978, is to encourage appropriate responses to public needs for off-campus programs, particularly in less populated areas, while reducing the potential for unwarranted competition and duplication between and among institutions. This summary outlines the issues and concerns underlying the plan, the off-campus policy goals of the Council, and the operational procedures designed to promote these goals.

### Issues and Concerns

A. Responding to Public Need and Demand: There is a demand for extended (off-campus) higher education opportunities, and Washington's colleges and universities are responding to this demand. However, many off-campus programs are being offered in the state's population centers, to the disadvantage of residents of other geographical areas, and in competition with programs offered by other institutions.

B. Protecting the Viability of Independent Institutions: Much of the off-campus instructional activity of the public institutions has been concentrated in locations close to the home campuses of long-established independent institutions. The independent institutions are an important higher education resource, and their stability may be threatened by uncontrolled competition from subsidized public institutions.

C. The Intended Mission of the Community Colleges: There is concern over the development of upper division programs on community college campuses, especially where those programs duplicate the programs of other local four-year institutions.

D. Quality Control and Consumer Protection: Too rapid expansion of off-campus instruction may occur at the expense of quality. Measured growth of these offerings is a way to protect against this.

E. Priorities for Public Financial Support: In light of the obvious limitations in available financial support for higher education, there is a question about the relative priority of off-campus instruction. Moreover, there is a need to establish priorities for the use of whatever funds are available for off-campus instruction. Providing appropriation support only for courses which are part of specific off-campus degree and certificate programs will help to encourage increased emphasis on planned program offerings.

F. Appropriate Role for the CPE: The Council's role, as outlined in the off-campus plan, emphasizes (1) policy making, (2) general monitoring, which includes recommendations of corrective actions if necessary through the biennial budget process, (3) a mediation and decision role in cases where controversies are not avoided or resolved voluntarily between the public and independent institutions.

G. Demographic and Financial Prospects: There are some areas of the State which may be best served via off-campus programming. However, resources are limited, and it will be necessary to establish priorities for the use of these resources.

## Policy Goals

1. While there should be a public response to off-campus educational needs, it should be a response shared by all postsecondary educational sectors (public four-year, independent, and community colleges).
2. Off-campus educational programs should be of high quality.
3. Emphasis should be placed on the utilization of existing facilities.
4. Present coordinative arrangements, such as those in use in the community college system, should be continued.
5. The coordinative structure employed should be designed to promote the distribution of a diverse range of programs into areas away from major population centers (as well as into those centers).
6. The Council role in this area should be coordinative as distinct from regulative in nature.

## Operational Policies and Procedures

In response to the above-mentioned issues and concerns, and in an effort to promote the policy goals outlined above, the Council has adopted the following operational policies and procedures:

1. Continuation of current arrangements for coordination of community college and VTI off-campus instruction.

2. Continuation of state appropriation support for program-related off-campus courses offered by public four-year institutions. A program-related course is a course that is part of a complete degree or certificate program available to students at the off-campus location in question.*

3. The institution must be able to demonstrate that a majority of the students in each subsidized course are matriculated in a degree or certificate program (there is a temporary moratorium on this requirement for the current biennium only.)

4. Elimination of state appropriation support for all non-program-related off-campus courses offered by public four-year institutions.

5. Establishment of regional service areas for off-campus instruction by regional universities and The Evergreen State College. Each regional institution is assigned primary responsibility, within the scope of its on-campus program offerings, for responding to identified needs for off-campus instruction within its service area. The purpose of this policy is to encourage service to less populated areas by reducing the number of duplicate programs in the state's major population centers (see Appendix A).

6. Assigning to Washington State University and the University of Washington statewide responsibility for responding to identified needs for off-campus continuing professional education, upper division instruction, and graduate instruction in program areas not duplicative of programs offered by the regional institution or local independent institutions.

7. Implementation of a procedure for advance notification and acceptance of new off-campus programs. Any institution whose main campus is within 25 miles of the proposed off-campus site would have an opportunity to object to a proposed off-campus program offered by a public four-year institution if the program appeared to duplicate an on-campus program of the local institution. The CPE would arbitrate such cases.

8. Official encouragement for the public institutions to actively seek ways and means to cooperate effectively with independent institutions in the development of off-campus program offerings.

9. Establishment of a continuing education coordinating committee by the four-year public colleges and universities.

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*Because of the individualized nature of current fifth-year teacher certificate programs, the plan stipulates that each off-campus fifth-year program site must have at least ten students with approved fifth-year plans on file with the institution in order to qualify courses offered at that site for state support.

10. Control of the overall level of state supported off-campus instruction by each public institution through a biennial "enrollment contract."

11. Establishment and maintenance by the CPE of an inventory of off-campus programs.

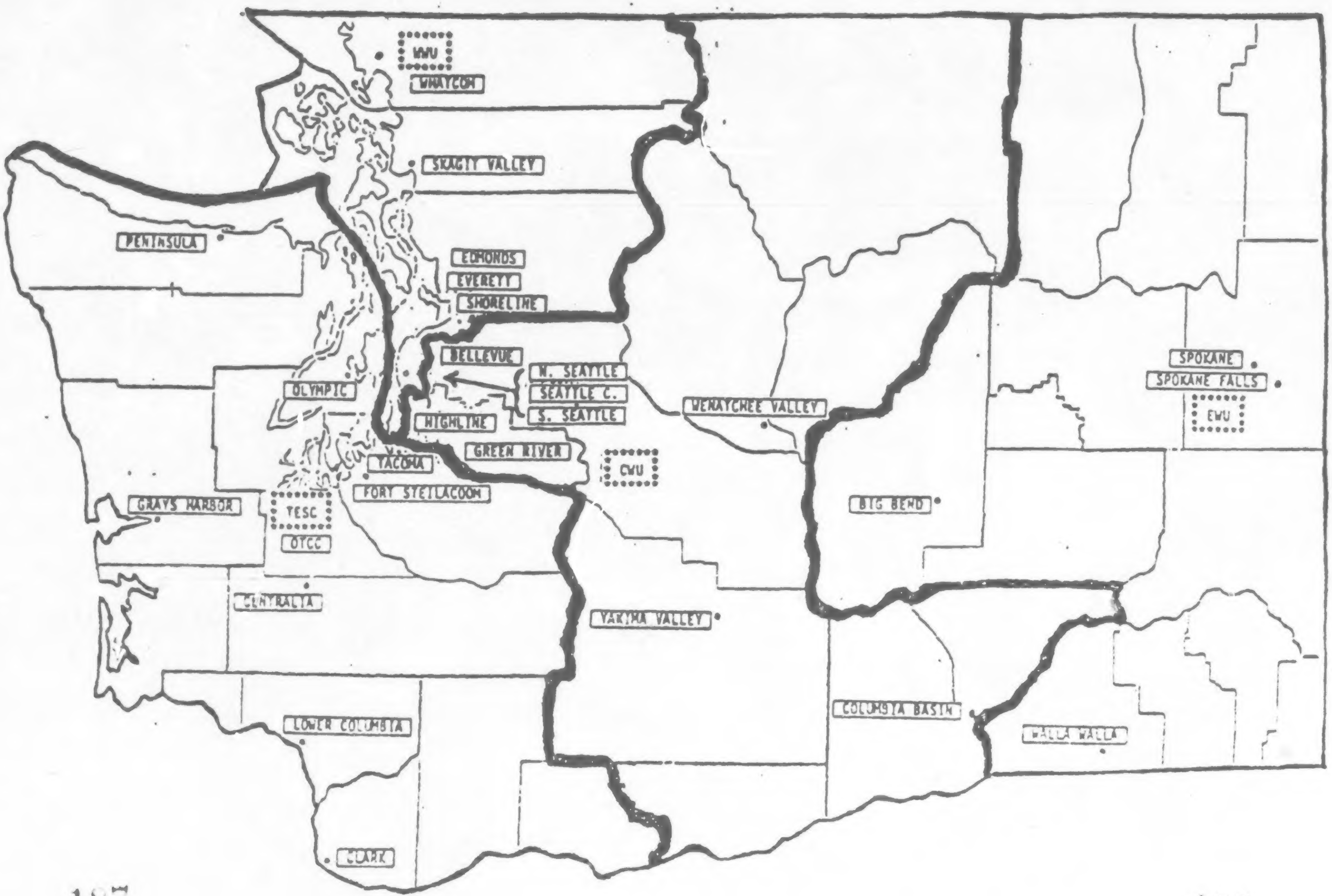
12. Biennial program review of off-campus instructional activities by the CPE, for the purpose of verifying conformance to these policy recommendations.

13. Submission to the CPE of proposed out-of-state instructional activities by public colleges and universities and Council review and recommendation regarding the proposed activities.

In summary, the objectives of the above policies and procedures are (1) to coordinate the deployment of limited state resources available for support to off-campus instructional activities, (2) to encourage the development of complete off-campus programs in locations where students do not have access to a four-year campus, (3) to minimize program duplication, and (4) to encourage regional public four-year institutions to serve the needs of less populated areas, rather than deploying all of their off-campus resources to the most attractive markets, i.e., the State's major population centers.

For further information, please contact Mark Johnson, Associate Coordinator for Academic Program Services, 908 East Fifth Avenue, Olympia 98504 (206-753-1149).

# REGIONAL OFF-CAMPUS SERVICE AREAS


WWU
WHATCOM
SKAGIT VALLEY
PENINSULA
EDMONDS
EVERETT
SHORELINE
BELLEVUE
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S. SEATTLE
OLYMPIC
HIGHLINE
GREEN RIVER
TACOMA
FORT STEILACOOM
CWU
WENATCHEE VALLEY
SPOKANE
SPOKANE FALLS
EWU
GRAYS HARBOR
TESC
OTCC
BIG BEND
CENTRALIA
YAKIMA VALLEY
COLUMBIA BASIN
WALLA WALLA
LOWER COLUMBIA
CLARK